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**Shared decision-making equals empowerment: Portraits of
teacher-leaders in a high school setting**

Scroggs, Richard Wilcher, Ed.D.

The University of North Carolina at Greensboro, 1989

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SHARED DECISION-MAKING EQUALS
EMPOWERMENT: PORTRAITS OF
TEACHER-LEADERS IN A
HIGH SCHOOL SETTING

by

Richard Wilcher Scroggs

A Dissertation Submitted to
the Faculty of the Graduate School at
The University of North Carolina at Greensboro
in Partial Fulfillment
of the Requirements for the Degree
Doctor of Education

Greensboro
1989

Approved by



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APPROVAL PAGE

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RICHARD WILCHER SCROGGS. Ed.D. Shared Decision-Making Equals Empowerment: Portraits of Teacher-Leaders in a High School Setting. (1989). Directed by Dr. Dale L. Brubaker. 145 pp.

The purpose of this study was to reveal a consciousness of empowerment of three teacher-leaders who participated in the life of their school beyond their own classroom walls. The basic assumption of the study was that teacher participation in school leadership is healthy and that ownership and loyalty result as strong by-products of the process of shared decision-making.

Through a qualitative methodology of portraiture, three teacher-leaders in a public high school provided multiple sources of data used to portray teacher-leaders singularly and, in aggregate, to outline a larger consciousness of empowerment. As individuals, teacher-leaders were aware of their empowerment through participation in the school's shared decision-making structures. Their involvement, and often-times success, stemming from these groups was affirmed by student, peer, and principal recognition. Seven conclusions were drawn that served to qualify the assumption that school leadership is enhanced by encouraging the involvement and influence of classroom teachers. For the study's participants, these conclusions reflected a collective consciousness of empowerment.

ACKNOWLEDGMENTS

Many parties played important roles in the completion of this study and I want to use this space to give them proper recognition. I wish to express gratitude to my adviser, Dr. Dale Brubaker, for his concern and support in the direction of this thesis. His equal attention to both writer and writing, to helping me see connections in my life that led to writing from the inside-out, was an integral part of this study's philosophical platform. Members of my committee provided needed support in many ways. Dr. Joseph Bryson's seminar in leadership gave me the perspective needed to study teacher-leaders. Dr. Edwin Bell aided in the development of a methodology suitable for the study. Dr. Harold Snyder provided timely feedback as the writing took shape. Dr. H. C. Hudgins, formerly on the committee and now at East Carolina University, offered much needed assistance to surmount occasional cases of writer's block. My wife, Deanna, and daughter, Talley, deserve special thanks for supporting me while away from home and work for a year and for understanding the sacrifice needed to complete this thesis. Finally, I extend my appreciation to the Camp Lejeune Dependents' Schools for its confidence in granting me a sabbatical leave for doctoral study.

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CHAPTER ONE

INTRODUCTION TO THE STUDY

Aristotle thought that moving objects kept moving only if something kept pushing them. Today's physicist says nonsense: A moving object continues to move unless some force is exerted to stop it... Of course, Newton and his successors assume the absence of friction and air. Aristotle lived in a world where there was always friction and air resistance...Aristotle's theory may be bad physics but it describes reasonably well what we can see in the real world.

Donald Norman, The Psychology of Everyday Things

In Medias Res

On that day in early April when I arrived at Lejeune High School to begin working with the participants in this study, a phrase from Glickman (1985) was uppermost in my mind--"a cause beyond oneself." He said,

Teachers do not view their work as simply what they carry out within their own four walls. Instead, in successful schools, teachers see themselves as part of the larger enterprise of complementing and working with each other to educate students. For successful schools, education is a collective and not individual enterprise. (p. 20)

A first clue that in this school the teacher-leaders I would be working with had a "cause beyond oneself" appeared in the form of two signs

outside the central administrative office. On the left, one listed in white letters on a black field the names of school administrators. Of more interest to me was the one to the immediate right. On a sign of equal size with equal sized letters, a powerful yet unobtrusive measure, was listed the Team Leaders (department chairpersons) and there were the three participants--Mrs. B., English; Mrs. K., Mathematics; Mr. S., Science.

For the remainder of that day and the many to follow, I observed and interviewed the participants in the role of teacher-leader beyond the confines of classroom and departmental walls. At this particular time of year, all were immersed in system-wide financial procedures known as PPBS (Planned Program Budgeting System). A system for the purpose of connecting curriculum development to financial support, PPBS empowered teacher-leaders to plan programs in line with their professional credentials, and called for shared decision-making and shared responsibility with each other and with administrators (Linker, 1988). In English, Mrs. B. was overseeing a major curricular shift from 9-10/11-12 course sequences to a 9-10-11-12 format for the next term and budgeting plans had to be in place that supported the change. Significantly, Mrs. K. and Mr. S. had been part of a special team, the

Curriculum Council, that had in many previous meetings discussed, debated, and decided in just what fashion this change would occur. Math and Science Team Leaders, then, had a significant stake in the influencing of English decisions which ultimately affected the allocation of resources for the entire school.

Problem, Purpose, and Significance

Empowerment, in order to escape the negative trappings often associated with the faddism of a buzzword, must find its place as a core word in the discourse of education. When linked to the power of shared decision-making, empowerment becomes a necessary element of any framework supporting the effective teaching and successful schools correlates. The literature (see chapter two for a full examination) connects empowerment and shared decision-making on several levels. Numerous studies, for example, link shared decision-making to school climate, coherence, and achievement (Rutten, Marghun, Ouston, and Smith, 1979; Wynne, 1980; Ellet and Walberg, 1979). Other writers have focused on the teacher in the setting and on organizational schemes that create the linkage (Apple, 1986, pp. 190-191; Foster, 1986, p. 177; Heck and Williams, 1984, pp. x-xi; Maeroff, 1988, p. 70;

Welsh, 1986, pp. 16, 175, 191). There is wide support for the key basic assumption that teacher participation in school leadership is healthy, that ownership and loyalty result as strong by-products of the process; however, attempts to quantify this phenomenon as a truth or law for the educational setting have been largely unsuccessful.

Previous research efforts have focused perhaps too much attention on the issues of effectiveness and organizational procedures. The teacher, or more correctly what is in the mind of the teacher, has been slighted. The notion of empowerment linked to shared decision-making has been viewed to date more as management technique rather than as praxis, or reflective action integrating theory and practice. When considered in terms of practice informing theory, however, the teacher regains the central role and the problem or challenge becomes one of exposing a consciousness of empowerment linked to shared decision-making that affirms and gives meaning to the key basic assumption cited in the previous paragraph.

The purpose of this study will be to reveal a consciousness of empowerment of three teacher-leaders who participate in the life of the school beyond their classroom walls. Teacher-leaders of Lejeune High School participate in school-wide bureaucratic and

professional decision domains through participatory structures--the Team Leaders Group and the Curriculum Council. The study will portray teacher-leaders in those and other settings and relate singular and shared meanings found in those empowering settings.

From academe and its research, from the politics of recent Carnegie Commission studies, and from concerns of Albert Shanker's AFT (American Federation of Teachers), one senses that empowerment of teachers is a concept much in vogue yet there is also concern that the concept not become trivialized. A vision of the school as community must include teachers and administrators working together to give meaning to their professional lives. This study will be significant in its focus on the professional lives of teacher-leaders. The study will call attention to and raise the level of awareness about empowerment of teacher-leaders as they work in concert with other school folk to create a vision. Empowerment, understood through an examination of the teacher-leaders' consciousness of it, will assume its place in education's current discourse.

Basic Assumptions

The methodology for this study (to be discussed later in this chapter) is qualitative with roots in phenomenology and interpretive inquiry. As such, it breaks with the traditional research paradigm in its choice of grounded theory over hypothesis. What is learned will naturally grow from the data and will have its utility for the reader in terms of his/her experience of it. That some guiding research structure be in place is necessary, however, in order for the processes of interpretation and hermeneutics to take place. This structure takes the form of basic assumptions, or predispositions, about the concept of empowerment through shared decision-making as shown in the professional lives of teacher-leaders. The basic assumptions serve as theoretical road maps for seeing and understanding the observed phenomena. In addition to the key basic assumption noted earlier (teacher participation in school leadership is healthy), others include: a) equal interest in conservation must accompany the desire to change; danger exists in adopting an exclusive deficit model mentality; b) ambiguous and/or challenging tasks lead groups to greater understanding but not necessarily to control; c) "in whose interest?" must be a question continually asked as shared decision-making processes take place;

d) knowing the zeitgeist, history and culture of any setting is crucial to working there effectively;

e) group decision tasks will fall into one of three domains (bureaucratic/governance, professional/curricular, personal/nurturance) though overlap is a strong possibility; f) a strong connection between involvement and influence exists in shared decision-making groups and the benefits of which (higher morale, workplace democracy, ownership of the vision) are dependent upon genuineness; and,

g) effective teacher-leaders know personally of and depend upon outside perceptions for knowledge about the feel of equilibrium, or the balance between deprivation and saturation, in shared decision-making processes.

Definitions

A study of teacher-leaders empowered through shared decision-making necessarily involves usage of research specific terms. Although the investigator's definitions reflect an almost hidden or subconscious value system, it is imperative to account for language in a value-free mode. To that end, Israel Scheffler's (1968, pp. 11-35) framework for translating research findings into intelligible terms will be employed. Specifically, Scheffler conceptualized definitions as:

1) stipulative- a given term is to be understood in a specific way;

2) descriptive- explanation of a term by giving an account of prior usage; and

3) programmatic- an expression of a practical program.

For purposes of clarity and understanding, a number of research specific terms are listed and defined:

1) curriculum-what the learner perceives that he/she experiences in a learning setting that he/she helps to create (stipulative);

2) Curriculum Council-school site council involved in shared decision-making related to school-wide curriculum issues (programmatic);

3) education-reflection, to be critical (descriptive);

4) empowerment-a teacher exercising power from a base of authority and expertise emerging from critical, thoughtful examinations of one's practice and leading to decisions made with humility rather than arrogance (stipulative);

5) leadership (a feminine metaphor)-a style that is nurturing, developing and transforming emphasizing cooperation and collaboration (stipulative);

6) leadership (a masculine metaphor)-a style that is empowering in its press for task orientation and competition (stipulative);

7) praxis-reflective action integrating theory and practice (stipulative);

8) shared decision-making-coalescing of interests and actions of participants in a group setting where ownership, loyalty, and responsibility become binding characteristics (programmatic); and,

9) teacher-leader-structurally a member of Lejeune High School's Team Leaders group and Curriculum Council (programmatic) and conceptually a teacher with a cause beyond oneself (descriptive).

Methodology

The world seen from the inside is a shared world, where we have dialectically interwoven intentions, a common horizon. (Beckman, 1986, p. 43)

If the reality of everyday life is to be understood, account must first be taken of the experiential world its actors inhabit...One must ground interpretations in the thick descriptions of daily rituals and patterns of existence... (Suransky, 1983, p. 138)

A qualitative methodology will be employed to investigate the consciousness and shared experience of what it means to be an empowered teacher-leader in a high school setting. Prior to any clarification of design, however, it is necessary to propose a rationale

for the methodology selected. The rationale is multi-dimensional and each of its components will be discussed: personal professional autobiography; conclusions from the review of related literature and research; unsuitable quantitative traits; qualitative framework; and, phenomenological underpinnings.

Consistent with the opening quotations, this dissertation's methodological rationale grows from and rests on a personal and professional autobiography. Specifically, two rich experiences have provided a platform upon which to build conceptualizations about empowered teacher-leaders. The first experience involved volunteer teaching, an alternative to a standard path of getting credentials, during the senior year at the University of Tennessee. Directed by professors in administration, curriculum, and foundations, students participated in the Morgan County Project (a county in "Appalachia" in northeast Tennessee) both to bring the university's resources to an impoverished area as well as to establish vital communication and cultural links between the communities. I was assigned to work in a K-12 union school in Coalfield. It was a small, poorly equipped and understaffed school that compensated for those shortcomings in the richness of its caring, encompassing community. In this milieu, teachers were

empowered. They placed knowledge on the table concerning the critical issues students faced in the community. More significantly, teachers had a voice in the affairs of the school. Participation and consensus seemed normative rather than exceptional.

It was five years later when the Coalfield experience began to stir within. After middle school teaching and time off for a master's degree in history, I became a social studies department chair in a small but progressive high school. As encouragement was given to revitalize social studies programs, I responded with suggestions for curricular changes involving not only the department but the overall curriculum as well. Through various infrastructures other teacher-leaders were given similar voice to make decisions that would build on the vision of school as community. Thus, I find that professional experiences, such as observing and participating, predispose me to a methodology that incorporates those as investigative tools.

The review of related literature and research on shared decision-making also supports the choice for a qualitative methodology. Reference to that section of this dissertation reveals attempts in several studies to statistically correlate shared decision-making techniques with perceptions of participation. Though

results were sometimes positive one cannot but interpret the study settings as at best contrived and perhaps deceiving--asking teachers to make "in-basket" decisions does not at all address the nature of their experiences through shared decision-making processes.

In a study aimed at revealing the consciousness of empowered teacher-leaders, it is necessary to pin-point some other limitations of a statistical methodology. Any quantitative approach necessarily involves reductionist and deterministic tendencies. It is not appropriate to attempt either positivist analysis of the empowering experience or to seek cause/effect relationships between experience and meaning. To do so would relegate consciousness to the realm of the nomothetic where law-governed relations are sought and where the idiosyncratic dimensions of meaning, sense, intention, desire, choice, motive, and subjectivity are often dismissed as fluff.

A methodology tailored to an investigation of the consciousness of teacher-leaders would give the idiosyncratic dimension primacy. In that regard it is useful to provide a framework for a suitable qualitative methodology; this task was best achieved by Bogdan and Biklen (1982, pp. 27-30). They offer five characteristics of qualitative research:

- 1) qualitative research has the natural setting as the direct source of data and the researcher is the key instrument;
- 2) qualitative research is descriptive;
- 3) qualitative researchers are concerned with process rather than simply with outcomes as products;
- 4) qualitative researchers tend to analyze their data inductively (grounded theory); and
- 5) "meaning" is of essential concern to the qualitative approach.

For the current study there is a need to look beneath the Bogdan and Biklen framework to see that it rests in part on a phenomenological platform. Some discussion of phenomenology will serve to further clarify this qualitative methodology and to underpin the data collection and analysis technique of portraiture (to be discussed later in this section). As a philosophy to guide qualitative research, phenomenology offers powerful insights. To begin, phenomenology is not a vessel into which the researcher pours his evidence. Rather, inquiry is open and tentative and based on temporal world views. Phenomenology comes to its epistemology through a simple construct--reveal experience, probe for meaning (a basic assumption attending discussions of the tacit

dimension of knowledge says that we think and know more than we can say), and theorize. As an investigator, one is thus challenged by the notion that observing is theorizing. The investigator is further challenged to explore how we see the world, which is to explore how we live, and to explore our lives, which is to explore our cultural landscape. Phenomenology assumes no objective reality in the positivistic sense--reality is socially embedded and constructed. Phenomenology seeks to know how the world is sustained, what are its shared meanings, definitions, and knowledge. In pursuit of this knowledge it serves in the interest of communication, community, and greater understanding. To conclude, Suransky (1980) applied the tenets of phenomenology to research as follows:

- 1) phenomenology is an attempt to penetrate the essence of a phenomenon;
- 2) phenomenology is based on the primacy of experience including the encounter of the researcher with the researched;
- 3) phenomenology has a critical perception toward adopted theories;
- 4) phenomenology does not treat subjects as passive objects of research for it is a theory of encountering; and

5)the phenomenological method involves the process of intuition, reflection, and description where process rather than product is emphasized. .
(pp. 170-171)

Qualitative research is organized interpretive inquiry but not in any linear or sequential sense. Rather, it is guided by the power of grounded theory (Glaser and Strauss, 1967). In this regard, tentative theory develops and is continuously refined from the study's outset through its closure. Grounded theory grows inductively from the collected raw data without reference to any specific hypotheses thus allowing the data to generate their own body of assumptions which at some point coalesce into theory. This is in contrast to the deductive approach which proceeds with a theory guiding the construction of a data base in order to test an hypothesis.

Portraiture grows from inductive grounded theory and presents data with analysis interwoven. It will serve as technique to illuminate empowered teacher-leaders much as it did Lightfoot (1983, pp. 3-28, 369-378) in portraying the "goodness" in six high schools. With phenomenological underpinnings, rich descriptions of each empowered teacher-leader will lead to exposure of that person's reality. As one comes to know that individual and the meaning given to his/her

professional life, the portrait will be even more powerful in its suggestion of a consciousness of empowerment. In aggregate, and filtered through the lens of the study's basic assumptions, the shared consciousness of the subjects will suggest theory about the empowerment of teacher-leaders through the process of shared decision-making.

To guide the data collection and portraiture some attempt at internal validity will be made via the use of triangulation--the use of multiple sources and multiple methods. First, three teacher-leaders chosen through a Team Leaders sociogram, participation in the Teachers of Excellence program, and with recommendations from the principal will be the participants in the study--they represent multiple sources of data. And second, data collection will come through interviewing, participant observation, and unobtrusive measures--they represent the multiple methods. In-depth interviews with each teacher-leader will be open-ended conversations that touch on and probe for elements of a consciousness of empowerment. Probes will include but not be limited to professional experience, control, positions in the school hierarchy, empowering school infrastructures, involvement and influence, peer relationships, and change and conservation. From April through June of the 1988

school term I will engage in participant observation through involvement in Team Leaders, Curriculum Council, department, and faculty meetings at Lejeune High School. In that endeavor I will be guided by Smith's (1979) assertion that,

One sits in wide-eyed and innocent wonder and tries to capture, as much as possible, in the field notes and the summary observations and in interpretations the drama going on. (p. 333)

Records and transcriptions of settings, discussions, and nonverbal behavior will be organized and refined as the study's basic assumptions are screened through the emergence of a grounded theory of empowerment. Finally, unobtrusive measures, mostly in the form of written documents (memoranda, minutes, position papers), will aid in focusing on the teacher-leaders' consciousness of empowerment as they participate in and produce records relating to their shared decision-making experiences.

External validity in a study using portraiture and founded on phenomenology is a matter of subjectivity based on the notion that one's perceptions are one's reality. Ever mindful of the need to be organized and systematic I will not, however, suggest that the "results" of this study be considered scientific in the positivist sense. There are no immutable laws to be discovered that state a causal or correlational

relationship between "this" infrastructure of school organization and "that" consciousness. Rather, it is better to sense "truth" as illusory and have faith that within the chosen theoretical framework facts will speak for themselves through a voice of interpretation and a process of hermeneutics, the organized stories we told to help explain the world in a meaningful way. The question of external validity then becomes a matter of resonance and intersubjectivity for the reader. As portraits grow from the data and as theory based on the shared consciousness and meaning of teacher-leaders develops, one cultivates his/her own interpretations of the subjects' experience. In so doing, the challenge of phenomenological research to probe deeply in order to sense more fully the world is met.

An intensely subjective study that probes for individual meaning, that has as data very personal records of behavior, language, and written documents raises some ethical questions. In qualitative research, there is an obligation of confidentiality by the researcher. A professional rapport with the participants has developed and led to discussions of how the recorded data will be used. The participants neither raised objections nor expressed sensitivity to the technique of portraiture and data collection through triangulation. It was agreed that no surnames

would be used and that no vitae would be included except for simple references to professional experience.

One ethical dimension may be beyond control as researcher. This study serves in the interest of communication, community, and understanding and necessarily involves a democratic type of reciprocity in the interactions of the researcher and the researched. At a critical theory level, the aims of such reciprocity would be emancipation and human agency to act on those notions germane to the study. It is not my intent to go beyond revealing the individual and shared meanings of empowered teacher-leaders in the shared decision-making process. However, qualitative research is not value neutral and as the subjects reflect on their experiences in the study a "research as praxis" (Lather, 1986, p. 258) model may begin to foment. Teacher-leaders may come to sense different meanings of their experience on a continuum from false consciousness based on pseudo-participation to emancipation through genuine empowering experiences. Although the current study is not a critical inquiry, it nonetheless retains the spirit Lather (1986) outlined in stating,

I propose that the goal of emancipatory research is to encourage self-reflection and deeper understanding on the part of the persons

being researched at least as much as it is to generate empirically grounded theoretical knowledge. (p. 266)

Limitations and Delimitations

The content and quality of research studies are affected by variables outside the researcher's control (limitations) as well as by those variables within control (delimitations). To facilitate fuller understanding of the current research those two concepts will be discussed.

The limitations of doing qualitative versus quantitative research studies differ markedly. Because the former is naturalistic with its theory growing from the data, one looks to the participants as well as to the procedures for limitations that affect results. In terms of procedures, limitations include the number of participants available and approved by officials for the study, and access to participants being limited to school-time planning periods or other moments of release time from teaching assignments. Limitations most affecting the study stem from the participants themselves. Personal and professional biographies influence behavior observed by and interviews recorded with the researcher. The nature of these biographies is not fully disclosed leaving the data to be interpreted without the benefit of fitting it into a

fuller context. A similar limitation lies in not knowing the impact of the researcher-researched interactions. These relationships influence behavior and the recorded data but are not accounted for as factors. Finally, the generalizability of this type of qualitative research is limited. Its utility depends on the intersubjectivity of the reader and prior nature of his/her own experience.

Delimitations in a qualitative research study serve almost as research tools to aid in fine tuning the process. With an initial set of basic assumptions to act as a philosophical screen, a number of decisions affecting the nature and procedure of the study were made. The number of participants was controlled by certain criteria such as being a Team Leader, participant in the Curriculum Council, selection as school and/or system-wide teacher-of-the-year, selection sociogram, and principal recommendations. Length of the study and interaction with the participants was limited to a three month period equivalent to one full marking period and one-fourth of the teacher work year. The qualitative methodology grew from the review of literature and certain of its components especially suited for data collection. Analysis (such as triangulation and portraiture) grew from the researcher's coursework and training .

Organization of the Study

The remainder of this dissertation will be organized into four chapters.

Chapter Two will be a review of related literature and research. The literature of shared decision-making and regularities in the high school setting will be explored.

Chapter Three will contain a description of the setting. It will include discussions of the theory of settings, the Camp Lejeune Dependents' School system, Lejeune High School, the Team Leaders group and the Curriculum Council. Also included will be discussions of the roles that the Lejeune High School principal, Camp Lejeune Dependents' Schools superintendent, and university consultant had in helping to create the shared decision-making setting.

In chapter Four, data analysis will take place in the form of portraits about empowered teacher-leaders in the high school setting. Its method will be largely that of portraiture as outlined in the methodology section of this chapter.

Finally, in Chapter Five the reader will find a summary of the study and a discussion of its conclusions. Recommendations for further study to

extend the research on empowered teacher-leaders will
also be made.

CHAPTER TWO

REVIEW OF RELATED LITERATURE AND RESEARCH

General Introduction

Any disciplined inquiry grows from its roots in previous scholarship. The researcher engages in dialog, a dialectic relationship with what is known, and begins to formulate hypotheses and frameworks to press for new knowledge, insights, and even nuances that enrich the field. Depending on the power of the inquiry itself or on its reception and thus its ascribed power by the community of scholars, the inquiry joins with other research efforts to build conceptualizations at two levels.

The first level is normative in nature. That is, inquiries in aggregate seem almost to take on a life of their own in decrying "what ought to be " in a field. It is with this level of conceptualization that a majority of studies are concerned. The scholarship growing from these roots is evident, certainly as published materials (such as textbooks and manuals), but more practically and in the main as programmatic efforts by practicing administrators and consultants.

A second level accounts for a normative literature but is distinct from it in its press for a scholarly dialog that is concerned with refinement as opposed to pragmatism or even polemics in a field. Unfortunately, a lack of concentrated effort by professors in this regard often leaves scholarship at this level dominated by first-time efforts of dissertation students.

Nonetheless, important journals occasionally highlight key studies by professors and students and are deserving of careful scrutiny by investigators.

With that description of the status of the literature in place, it will be the focus of this review to draw from both levels of scholarship to contrast and compare major themes and emphases. In so doing, platforms for investigating shared decision-making and regularities in the high school setting will be constructed.

Shared Decision-Making: Introduction

Shared decision-making has been a key factor in the health and effectiveness of school organizations. An extensive literature so attests and has steadily grown over the past three decades. Its assumptions continue to be debated, tested, and refined.

Education theorists and practitioners juxtapose the broad use of shared decision-making with McGregor's

Theory Y. In outlining his thesis, McGregor (1960) asserted:

The effective use of participation is a consequence of a meaningful point of view which includes confidence in the potentialities of subordinates, awareness of management's dependency downwards, and a desire to avoid some of the negative consequences of emphasis on authority. It is consistent with Theory Y--with management by integration and self-control. (p. 125)

A broadly accepted view holds that people who have participated in the shared decision-making process become more committed to an idea and are thus instrumental in facilitating change. Taking exception, Roderick (1985, p. 182) noted that an organized task group was composed of members each accompanied by personal biases, habits, customs, goals, ignorances, and misconceptions as well as good ideas--all of which had to be carefully analyzed and interpreted if management was to provide effective leadership. As an alternative to management's shouldering of ensuing individual or organizational conflict, Argyris (1957) saw group shared decision-making as conflict resolution; the organization was viewed as an area of opportunity for individuals to self-actualize. Members would aspire to move from a state of dependence to independence and to occupy equal or superordinate positions with management. Growing from that psychological process would be the characteristics of

self-awareness, control, independence, activity, high aspiration levels, deep interests, and long term perspectives. The process would come full cycle as self-actualizing individuals grew to participate more in the work of the organization.

In the last decade a number of action research projects based on shared decision-making have been initiated. Ariav (1985) reported on the "School Based Curriculum Development" project that integrated teacher expertise and research theory. He learned: a) to prepare a core group for the work to be done; b) the task group must be honest and candid in communication; and, c) teacher-principal rapport is enhanced through a democratic, open-ended shared partnership process.

In the nationwide "Individually Guided Education" program sponsored by the Kettering Foundation, Duke, Showers, and Imber (1979) analyzed school site councils and alternative schools. They concluded:

1. individual schools are strategic units of educational change;
2. the culture of schools is central both to understanding and to effecting improvement;
3. given existing social and educational constraints, most individual schools are not strong enough to overcome the inertia against change built into the typical school district;

and,

4. each school needs a process by which it can deal effectively with its own problems and effect its own change.

A proposal for shared authority of that type was posited by Young and Sturm (1980). SNARE (sharing, narrowing, agreeing, recording, evaluating) was based on group members being free to agree and disagree, having a clear vision of purpose, and expressing commitment and support of the group. Such a program would be useful to leaders who believe people are important and can solve their own problems if given the opportunity.

Finally, Arends (1972) reported on the differentiated staffing "Curriculum Associates" program in the Eugene, Oregon, elementary schools. The project met the goals of: a) effectively managing the educational process through shared power; and, b) organizing the school staff to wisely choose and effectively practice innovations.

In A Passion for Excellence (1985), Peters and Austin describe the "smell" of dynamic, creative activity in innovative businesses. The shared decision-making process as utilized by school organizations has such a "smell". Olsen (1976) said schools provided models of organizational behavior

under uncertainty. He likened schools to "garbage cans" in which problems, solutions, and participants were unsystematically deposited; decisions from such organizational anarchy result from the fortuitous matching of problems, solutions, and participants present at any one time. Another "smell" was consensus, the most effective shared decision-making technique to take advantage of group members' expertise and resourcefulness (Bartunek, 1979, p. 56; Wynn and Guditus, 1984, p. 105). Finally, there is the "smell" of leadership. Kunz and Hoy (1976) analyzed effective leadership in the shared decision-making process as having two dimensions: a) initiating structure, or establishment of well-defined patterns of organization, avenues of communication, methods of procedure; and, b) consideration, or perceptions of friendship, mutual trust, respect, and warmth in relationship of leader to staff.

"Smells" such as those are in opposition to the early twentieth century philosophy of school organization by pyramidal hierarchy emphasizing centralized processes. The shift to a more democratic, decentralized, participant oriented style has been the focus of research.

A strong intuitive level case has been made for shared decision-making in school management. The

assumption, however, does not lend itself easily to empirical research and is not without its critics.

Conway (1984) stated,

The notion that participation is essential to the acceptance and implementation of change decisions has practically become a law in the literature of educational change but no controlled field studies exist that help support what still seems intuitively sound. (p. 23)

Lischeron and Wall (1975) found,

No amount of correlational data or findings from laboratory experiments can replace evidence obtained from field experiments. Only this design can test the proposition that participation at work is causally related to employee satisfaction. (p. 864)

Duke, Showers, and Imber (1981, p. 320) found important insights in the literature of shared decision-making and school organization but based their case studies of five Northern California high schools on the premise that a paucity of research findings exists thus creating a need for new data. They were especially interested in researching the direct relationship of increased teacher involvement in shared decision-making and increased student achievement. Melcher's (1976, p. 15) belief that field studies presented obstacles in trying to separate variable effects under study from other causal factors was consistent with Lowin's (1966, p. 68) view that observation of the shared decision-making process was

not good methodology thus building a case for quantitative procedures. Interestingly, in spite of his recommendation to dismiss qualitative procedures, Lowin did admit that over time a quantitative analysis would show a strong correlation between organization behavior and human performance. In a survey of 454 teachers responding to a twelve item questionnaire, Alutto and Belasco (1972, p. 29) could not establish a simple relationship between increased shared decision-making and organizational outcomes. That theme was reiterated by Giaquinta (1973) who found empirical data lacking in support of shared versus autocratic decision-making styles. Lischeron and Wall (1975, p. 882) accused researchers of "ethnomorphising" the data. They believed that the empirical evidence to support shared decision-making was distorted by value orientations too eager to positively support the process from available evidence. In spite of such findings, however, the literature is tilted to favor shared decision-making in school organizations. The remainder of this section of the review of related literature will focus on shared decision-making's developing language, descriptive themes and elements, benefits and costs, and involvement/influence paradigm.

Shared Decision-Making: Development of Language

A language unique to the process of shared decision-making has developed. Such a vocabulary has served operational and unifying functions for theorists and practitioners. Of some 20 key terms, six appeared as central to the discussions. The most obvious term, and the one receiving the most analysis, was participation. Participation was defined as: a) teachers influence over decisions (Bartunek, 1979, p. 52); b) the manner in which the administration involves teachers in decision-making (Bridges, 1964, p. 1); c) sharing by two or more actors in some action or matter (Conway, 1984, p. 19); d) active involvement or consultation in the process leading up to a decision (Johnson, 1975); e) joint consultation (Lammers, 1967, p. 201); f) those leadership behaviors toward the democratic end of the spectrum (Lindelow and Coursen, 1981, p. 151); g) a mode of organization operation in which decisions as to activities are arrived at by the very persons who are to execute those decisions (Lowin, 1968, p. 64); h) the extent to which subordinates, or other groups who are affected by decisions, are consulted with and informed in the making of decisions (Melcher, 1976, p. 13); i) co-determination (Mulder, 1971, p. 32); j) individuals using information and

advice from others (Piper, 1974, p. 82); k) a form of power equalization which grants subordinates greater freedom to set goals and/or to determine how to work for them (Strauss, 1963, p. 62) ; and, l) style of working in which superordinates and subordinates work together as equals rather than in some hierarchical arrangement (C. Wood, 1984, p.55).

Though appearing to be different terms, Bridges' (1967, p. 51) concept of zone of indifference and Kunz's and Hoys' (p. 58) concept of zone of acceptance defined parameters of involvement. The former described the area of decision-making that teachers desired principals to handle. The latter referred to the extent to which subordinates complied with directives from superordinates and which was a function of school leaders with high initiating structure and consideration (p. 51).

Involvement and influence were reciprocal factors in the shared decision-making process. Involvement will increase and be effective if its impact is genuine influence in the process. Involvement has evolved as:

- a) direct and indirect, the totality of such forms of upward exertion of power by subordinates in organizations as are perceived to be legitimate by themselves and their superiors (Lammers, 1967, p. 205);
- b) the difference function between the number of

decisions in which an individual desires to participate and the number of decisions in which he actually participates (Allutto and Belasco, 1972, p. 7); c) participation because it makes a difference (Bridges, 1967, p. 51); and, d) physical presence during the decision-making process or opportunity to provide input during any phase of the process (Duke et al., 1981, p. 340). Influence was viewed as: a) intentional or unintentional control over a particular decision, derives from personality, charisma, position, situational proximity, possession of desired resources, control of sanctions (Janis and Mann, 1977, p. 180; Duke et al., 1979, p. 57); b) act of basically making the decision (Johnson, 1975); and, c) power, not fixed amount at the disposal of the organization, a potentially expanding resource (Lammers, p. 201).

Finally, the concept of workplace democracy has been included in the language of shared decision-making. The implication of the concept was that people have a right to be involved in decision-making (Duke et al., 1979, p. 12).

Shared Decision-Making:

Descriptive Themes and Elements

Analysis of the literature of shared decision-making reveals certain descriptive themes and

elements that tighten its conceptual framework. From a survey of 454 teachers in two school districts, Alutto and Belasco (1972, p. 117) and Driscoll (1978, p.53) discerned descriptive themes:

- 1) by encouraging participation schools increase the probability that change will be accepted; damage may occur if participants make decisions over areas they do not control;
- 2) leaders who get others involved in the process of decision-making gain both commitment and legitimate exercise of authority;
- 3) with increased participation in the process employees gain in job satisfaction; and
- 4) the decision-making process in an organization affects the satisfaction of its members based on "fit" between desired and actual levels of participation and trust in the organization's decision-makers.

From the work by Alutto and Belasco (1972) and subsequent efforts by Conway (1976) emerged the theme of balance in the process. These researchers conceptualized clarifying concepts distinguishing between actual and desired levels of involvement; Conway used "discrepancy theory" (p. 24) to describe this condition. Specifically, through use of Likert's

"Profile of a School" and Alutto and Belasco's "Decisional Participation Scale", Conway concluded that participation as an element must be perceived on a continuum from a state of saturation (over-involvement) to deprivation (under-involvement) with the optimum equilibrium at rest in the center. A congruence between desired and actual levels of participation, coupled with placement on the continuum, showed the value of the process.

In a study of 311 K-12 teachers, Benson and Malone (1987) refined the participation/perception dichotomy by posing a key question:

What is the nature of teacher perception concerning current and ideal levels of involvement and influence in the technical and managerial domains of decision-making?" (p. 245)

Study results showed a large percentage of respondents were dissatisfied with present levels.

Leadership in the school setting has been a prime element in the shared decision-making process. Principals influence the climate of the organization to encourage, discourage or tolerate shared power and management. Bridges' work on decision-making and the principal revealed that three roles (participant, parliamentarian, democratic-centralist) and four methods (announcing, testing, soliciting, delegating) were traditionally employed. Conway (p. 137) reviewed

Likert's traditional systems of management (exploitative/authoritative, benevolent/authoritative, consultative, participative). In a study of 24 managers, Heller (1984) concluded,

The real truth...is that when push comes to shove, administrators typically make decisions unilaterally, subjectively, and without benefit of whatever the experts expound. (p. 60)

Even with some disagreement about shared decision-making as a value in the organization and of the leaders's efficacy in the process, other studies countered with affirmative findings. Crockenberg and Woodrow (1979, p. 166) studied the San Jose TIP (teacher involvement project) and discovered that schools most successful with shared decision-making were those where the principal shared power with teachers. Roderick (1985, p. 181) also found the leader to be the key factor in the process when he acted as a catalyst and facilitator in small task groups.

The leader committed to a shared decision-making style must consider several mediating and contingency factors in the strategy. C. Wood (1984, p. 56) outlined them: a) climate of the organization; b) nature of the task or problem; c) cognitive abilities of the participants; d) psychological concerns of the participants; e) amount of information

available; and, f) idea sharing. Without due consideration of those factors, Wood felt that there would be a "strain toward convergence" (p. 56) or a tendency of groups to coalesce rapidly to avoid conflict-producing discussions while handling disagreements via quick compromise or self-censorship. Choosing those avenues would negate the process.

A final element in the shared decision-making process was power. In his book, Personality and Organization (1957), Argyris commented positively on shared power. The acquisition of power, and concomitant increased perceptions of responsibility, achievement and self-fulfillment, would serve to thwart traditional hierarchical and bureaucratic organizational structures. Mulder (1971, p. 34) took exception to Argyris's view. He argued that when there are relatively large differences in expert power of members of the organization, an increase in shared decision-making will actually increase the distance and difference between members. Those with expertise would have to communicate with the less powerful to influence them effectively and this would give the more powerful experts even more opportunity to exercise their influence over the less powerful. Information, as noted above by C. Wood, was the mediating factor in that scenario. Thus, under optimum conditions, shared

decision-making was viewed by M. Wood (1972, p. 397; 1973, p. 240) as "power-equalization", a concept based on the assumption that any theory of power must deal with the differences in situations and the individuals who perform the organizational roles.

Shared Decision-Making: Benefits and Costs

The literature of shared decision-making in schools frequently analyzed the process in terms of its benefits and costs. The analyses were based on the assumption that some antecedent method held value thus requiring the newer to prove itself worthy of consideration. Interestingly, not all professionals came eagerly to the call. In a study of 12 hypothetical cases where individuals were asked to identify the appropriate style of management (autocratic, democratic, participatory, free rein), McDonnell (1976, p. 2) found a large number of subjects who did not want to become involved. They preferred to leave the decision-making function to those in management paid to make the decision. In their position paper, Duke et al. (1981) reached the tentative conclusion that involvement was not seen by teachers as making much difference because they had no real influence over the outcome of the shared decision:

Shared decision-making might be regarded as worthwhile in theory, but in reality it was viewed with skepticism as an attempt by administrators to create the illusion of teacher power. (pp. 340-341)

That view was in contrast to an earlier position of the same authors who argued that where teachers are given an opportunity to participate in school decision-making there are indicators that they experience greater job satisfaction and higher morale (1979, p. 40).

Many studies and position papers have addressed the benefits that grow from the shared decision-making process. The literature indicates positive results for the organization, the individual participant, and the group leader.

Common agreement was reached about benefits that accrued to organizations. From the work of Jackson (1983, p. 56), Lindelow and Coursen (1981, p. 155), McDonnell (1976, p. 12), Melcher (1976, p. 19), Sousa (1982, p. 53), and Tubbs (1982, p. 49), the following are gains to organization: a) increased staff morale and social support; b) better quality decisions; c) better acceptance and implementation of the decisions made; d) reduced resistance to change; e) improved school climate; f) psychological ownership; g) increased information base; and, h) enhanced communication through line and staff. Vroom and Yetton

(1973) proposed a theoretical formulation for participation in decision-making. As a contingency model for organizational behavior, it was viewed as a benefit to the organization in that it helped to match kinds of decisions with appropriate levels of participation in order to maximize members use of time. A significant body of literature affirmed the benefits to individuals. Blumberg (1969) commented:

There is scarcely a study in the entire literature which fails to demonstrate that satisfaction in work is enhanced by a genuine increase in workers' decision-making power. Findings of such consistency, I submit, are rare in social research. The participative worker is an involved worker, for his job becomes an extension of himself and by his decision he is creating his work, modifying and regulating it. (p. 121)

Argyris (1957), Conway (1976, p. 136), Duke et al. (1981, p. 328) and Lowin (1968, p. 75) concluded that individual gains were: a) ego motivation; b) sense of closure; c) psychological ownership; d) boost in confidence; e) self-efficacy; f) sense of workplace democracy; g) increased responsibility; h) autonomy; and, i) more achievement.

Schuller (1980, p. 332) took a different tack arguing that individual benefits came from improvement in employee expectancy levels of the relationship of effort to performance and of performance to reward. Lammers (1967, p. 201) likened participation for employees to a "pay raise", a concept he renamed "power

raise". Finally, enhanced cognitive processes were viewed as benefits by Arlav (1985, p. 4) who saw teachers in the SBCD project experience growth in active thinking, writing, and communication.

As organizations and individual participants gained from shared decision-making, it was logical that leaders in the process would follow suit. Mulder (1971, p. 31) concluded that participation in decision-making by the less powerful would change the leadership function of the powerful thus enhancing leadership skills and communication skills of the latter. Arends (1972), Kostman (1978, p. 68), and Lowin (1968, p. 75) saw the following as benefits: a) upgraded role importance of intermediate supervisors; b) decreased pressure on leadership to make decisions in isolation; c) enhanced commitment to workplace democracy; d) improved technical and administrative systems; e) better coordination of programs; and, f) sharing of routine duties. Duke et al. (1981, p. 57) described three values of inherent benefit to leaders: administrative reinforcement of organization norms, monitoring of gripes, and fostering of the democratic impression.

Shared decision-making also involved costs to its participants. Implicit and explicit understandings of decision domains (administrative, managerial,

technical, instructional) served a delineating function regarding desire for involvement. The literature did reveal certain costs and limitations that were to be expected and experienced. The most obvious of the drawbacks cited were the extra effort, time, and physical/mental energy that participation required (Arends, 1972; Driscoll, p. 35; Duke et al., 1981, p. 2; Lindelow and Coursen, p. 157). Without adequate data, a number of conclusions were nonetheless reached that articulated findings at the intuitive or feeling level. Arends (1972) and Blumberg (1969, p. 121) discussed the lack of "we feel" and alienation as process costs. Those conditions were a result of the variables of personality, genuineness of the setting, and leadership agenda. Johnson (1975) felt that the isolation and alienation experienced were due to teachers being poorly suited to rise above the parochial interests of classrooms. Threats to career advancement, risk of collegial disfavor, and loss of autonomy were considered as contributing factors to dissatisfaction, alienation, and loss of autonomy conditions (Duke et al., 1979, p. 2). A cost to both groups and individuals was discussed by C. Wood (1984, p. 57). "Group Think" and/or the "Abilene Paradox" were common in cohesive groups in which members had internalized norms to avoid conflict. Members who

feared sanctions for "rocking the boat" acquiesced to more powerful others' demands thus allowing hostility and depression to emanate from pseudo-participation.

Shared Decision-Making: Involvement and Influence

As defined earlier, involvement and influence are distinct elements in the shared decision-making process (Duke et al. 1979, p. 2; Janis and Mann, 1977; Johnson, 1975). A unique relationship has developed between the two, however, so that in terms of an effective process one has come to define the other.

Involvement preceded influence and was dependent upon two factors: the types of decisions the organization made and individual group members' attitudes towards them. March (1958) provided a typology of organizational decisions to explain the choice to become involved: a) acceptable-among alternatives is clearly better than all others and is good enough to be accepted, leads to routine decision-making; b) unacceptable-a preferred alternative can be identified without difficulty but the preference does not meet an acceptable standard; c) incomparability-there is no way to identify the preferable alternative; and, d) uncertainty-outcomes of various alternative actions are not known, discourages routine decision-making.

Member attitudes have played a significant role in the choice to be involved with shared decision-making. In a study of 55 building principals asked to analyze the levels at which 22 decision vignettes were made, Sousa (1982) concluded,

There was a general feeling (attitude) that shared decision-making was not a realistic practice in today's climate of intense public scrutiny of schools and accountability of the professional staff. (p. 56)

While a minority view regarding the use of shared decision-making, that view was consistent with Allport's theory (1954, p. 45) that attitudes are determined by the need satisfying properties of objects toward which attitudes are held. Avoiding a positive or negative reaction to the process, M. Wood (1972, p. 389) studied 56 three-man teams to test the hypothesis that attitudinal effects of participation depend upon individual differences in motivation. Conclusions reached were that influence was strongly related to satisfaction for members with strong power motives and strong affiliation motives. From a study of 105 parcel post workers in New York and Chicago, Vroom (1974, p. 327) argued that need for either authority or independence on the job was a function of how participation interacted with personality to affect attitudes. He concluded, as did C. Wood (1984 p. 57) in her position paper, that beliefs, values, and

attitudes form a platform for shared decision-making involvement; such an individual platform must be in place as must appropriate structures and processes.

The tendency for group members to become involved was clearly a function of the genuineness of participation opportunities and of influence over the decision. Consensus was reached that superficial or pseudo-participation useful only in ratifying previously made decisions would suffocate further interest (Benson and Malone, p. 250; Bridges, 1967, p. 51). Using the Solomon four-group design, Jackson (1983, p. 4) studied health care workers in a clinical setting to test involvement under increased participation conditions. The process of participation reduced job strain and was a strong factor in involvement levels. Kunz and Hoy (1976, p. 50), McDonnell (1976, p. 4), Mohrman and Cooke (1978, p. 13), Olsen (1976, p. 50) and Vroom and Yetton (1973) agreed that the characteristics of specific decisions to be made (organization, professional, and personal domains) affected the appropriateness and genuineness of participation. Any effort to practically increase member involvement must focus on particular kinds of decisions.

The predisposition to involvement was also predicated on influence over the decision. Lowin (1968) made a useful distinction in stating,

The perception of individual participation in goal setting is equivalent in many respects to actual participation. Thus, actual influence over the specific decision being made is of less importance to the individual than acknowledgment of his influential position. (p. 77)

The "human relations" model of Miles (1985, p. 151) emphasized that as employees feel they have influence over the decisions they accept and implement them thus reinforcing involvement. Members in the process grow in self-efficacy because there is some real measure of influence over decisions made--their participation is legitimized.

Shared Decision-Making: Conclusion

Position papers and research studies were reviewed and indicated a widespread belief that shared decision-making was a sound management process. Though not a perfect panacea to growth in individual self-efficacy and organizational effectiveness, it was viewed in the main to enhance those areas. The review found that a language of shared decision-making had developed and that the process was composed of specific themes and elements. Research and writing have shown that shared decision-making has both its benefits and

costs with the former gaining in primacy over the latter. The involvement and influence relationship was articulated. Those factors would appear to be least common denominators for the process and most deserving of further study.

Regularities in the School Setting: Introduction

The current study was directed toward portraiture of decision-makers, of teacher-leaders who lived and worked in a high school setting. Participation in the shared decision-making processes experienced by teacher-leaders grew out of that setting's culture. Culture in this context can have different dimensions. Foster (1986) said,

Leaders can change a culture but not by following particular programs of intervention. Instead, they change a culture through their own enactments of the aspects of culture they value. Thus, culture is not an intellectual exercise, but an intuitive expression of one's own beliefs that are formed through parental training, formal schooling, and informal experience. (p. 136)

In addition to the idea of change, some writers viewed culture as a cohesive force. Sarason (1982) and Weick (1976, p. 3) have said that culture is a "glue" holding the regularities of the setting in place. Implied in this dimension was the idea that culture became a systematic expression of the organization fighting against impermanence and dissolvability.

The dimensions of culture can be unified through usage of stipulative definitions. In reference to the setting, culture can be understood as a symbolic system that transforms physical into experienced reality (Brubaker and Snyder, 1987). In reference to the organization, Owens (1985) stated that the culture of the organization is salient in understanding the characterization of the school--its shared values, legends, heroes, stories, rituals, and ceremonies. In a highly acclaimed study, Lightfoot (1983, pp. 6, 23) saw schools as "cultural windows" exposing "essential features", "generic characters", and "true values" that contributed to "goodness" or school ethos. It should be noted, of course, that schools are usually multicultural and have within them sub-units which possess distinctive values of their own.

In preparing this section of the review, the writer did not locate a distinct body of literature that spoke directly to the notion of high school culture as a frame of reference for teacher-leaders. One was therefore left to study and make inferences from the literature on teachers, school ethnographies, and organization theory.

Beyond the obvious data of school culture as milieu, the writer was made aware of empowerment. Inferentially, empowerment has two levels of meaning.

First, empowerment of teacher-leaders was viewed in the context of democratizing the workplace. Second, it was concerned with issues of substantive and/or fundamental societal change. It was with the first level that the current study, and this review, were interested.

As teacher-leaders live and work and become empowered in the high school setting, they experience regularities, or ways of doing things, that in aggregate promote organizational outcomes. The remainder of this section will focus on theory of regularities, and teacher perceived, programmatic, and behavioral regularities.

Regularities in the School Setting:

Theory of Regularities

Theories are maps that let one come to know and be comfortable with areas of inquiry. By combining direct discussions of regularities with tangible theories, one can create a map useful in understanding a setting. Sarason's (1982, p. 72) discussion of change outlined the concept of regularities, or ways of doing things, in a setting. As part of the fabric of organization regularities have two dimensions. First, they are programmatic emerging from interactions among persons (Brubaker, 1982, p. 62). Second, they are behavioral, or outcomes dependent on programmatic regularities

intended to change the occurrence of certain kinds of behavior. Powell, Farrar, Cohen (1985) and Ianni and Caesar (1973) studied 18 high schools and underscored Sarason's framework by focusing on the recurrent patterns in the interactions of students, teachers, and administrators. Ianni and Caesar (1973) said that through holistic, situational, descriptive, and nonanalytic study, statements of school system characteristics rather than just statements of association among elements can be deduced:

Eventually, we produce a typology of systems and any generalizations which can inform practice are dependent upon the ability to identify the operational system with one of the model system types. (p. 5)

In contrast, Foster (1986) said schools have been approached from, among others, a functionalist perspective and indicated that a scientific examination would expose regularities guiding the social structure:

Schools and other organizations are characterized by certain regularities: events are scheduled, people have and keep appointments, and paychecks are normally delivered. (p. 134)

From organizational system theory, one can view regularities emerging from the school as a loosely coupled system. Weick (1976, p. 3) defined loose coupling as events in a setting being only temporarily and logically related. Further,

Loosely coupled events are responsive but...each event also preserves its own identity and some

evidence of its physical or logical separateness.
(p. 3)

In reviewing the technical core of organization, the authority of office, and the coupling of interest and actions as coupling mechanisms, Welck said that education in school was accomplished through loose coupling , a regularity where

environments change, but...do so at unpredictable times and with unpredictable frequency and magnitude. (p.67)

Regularities have been viewed in terms of climate, or quality within a setting. Anderson (1982, p. 309) likened climate in an organization to an individual "we-feeling" personality that grew from sub-cultural, interactive life in the school. Climate was placed on a continuum from open/autonomous where interested staffs worked, cooperated, and interacted frequently and positively to paternal/closed where uncommitted teachers and principals who dictate rules, are critical, and provide for few meaningful interactions. Tagiuri's (1968) work provided a foundation for Anderson through usage of a taxonomy. Climate was said to have the following elements: a) ecological-physical and material dimensions; b) milieu-cultural dimension concerned with presence of persons or groups; c) cultural-social dimension concerned with belief systems, values, cognitive structures, and meanings;

and, d) sociological-social dimensions concerned with patterned relationships.

Climate was central to Lightfoot's (1983) research of six high schools as each was closely examined for its ideological platform. She stated,

...what is important is the rigorous commitment to a visible ideological perspective. It provides cohesion within the community and a measure of control against the oscillating intrusion of a large society. (p. 321)

Goffman (1959) referred to such an ideology as a regularity of encompassing tendencies that wraps members in a web of identification and affiliation and that inspires loyalty. Finally, and perhaps on a more esoteric level, Habermas (in Foster, 1986, p. 82) saw language as a normative regularity in its contribution to an ideology and climate of justice, equality, and democracy in the schools.

Regularities in the School Setting:

Teacher Perceived Regularities

By way of praxis, a study of teacher-leaders flows naturally from the realm of theory to perspective of the setting. From the literature one can make inferences that teachers have experienced certain regularities. Brubaker (1974, pp. 3-4) and Ianni (1975, p. 111) provided a useful framework by defining schools in the following functional terms:

a) confinement-knowing the source, kind, and degree of confinement of students; b) training-pressure to train incipient scholars; c) indoctrination-in place of democratic questioning; d) sorting-convenient grouping going largely unquestioned; and, e) self-development-who is the student in relation to whom he/she wants to become?

Teachers have experienced tension growing out of such functional areas. In a qualitative study of three high schools, Cusick (1983) had a fresh view that accounted for tension. He said there was a pervasive assumption that acquiring abstract knowledge could be made interesting and appealing to everyone. This egalitarian ideal has proved difficult for teachers to achieve. Teachers lacking resources and adequate leadership/administration have often performed marginally via treaties, bargains, and public relations with students. Lortie (1975, p. 167) saw tension as a function of administrative-managerial imperatives being misaligned with teacher status. The status of teacher-leaders, a mediating force in the hierarchy, has not granted all teachers control over important and necessary conditions in the setting. Lortie (p. 165) indicated the teachers saw themselves as entrepreneurs seeking psychic rewards in the classroom but who were in actuality defined as employees of the school system

hired to implement board policies and administrative rulings. Teachers' desires toward autonomy, more resources, and control over work situations have been socialized to a subordinate position in schools (p. 167). The resulting conflict for teachers, be it latent or manifest, covert or overt, has flowed up and down the hierarchical ladder in schools. As teachers have worked to ease tensions upward, they have found the downward dependency on teachers by administrators to be frustrated by resource negotiations; school structures have determined the ability of teachers to negotiate roles within the system. While accommodating tension and conflict with superordinates or superiors, teachers have also experienced the same with their students. Willis (1977) thought conformity and resistance to be the only modes of student-teacher interactions. Though open to debate, that view has been popular and was outlined in the basic assumption of DeCecco's Growing Pains: Uses of School Conflict (1975), where student teacher conflict was discussed as a regularity in the school. That being the case, teachers have had to develop means for conflict management and negotiation.

Gibson (1982) and Kanpol (1987) have explored other regularities that have contributed to tension and conflict in schools. Cultural barriers and

well-intentioned tracking systems have exacerbated social problems in schools and if, as many believe, the schools mirror society, then teachers have had to face fundamental social questions vis-a-vis their work with students. Fundamental societal questions have traditionally been addressed through bureaucratic channels. Teachers have thus felt increasing control and bureaucratization of their work roles.

In response to losses of autonomy, teachers have focused on leadership in the setting as a means to reduce tension and conflict. Lightfoot (1983) stated,

The literature on effective schools tends to agree on at least one point--that an essential ingredient of good schools is strong, consistent, and inspired leadership. (p. 323)

Teachers were viewed as central actors on the front line in the educational process. Good schools and the quality of "goodness" were dependent upon good teachers. Lazy, uninspired teachers, when given more autonomy, would get lazier. Conversely, Lightfoot said,

...Increasing autonomy, reward, stimulation and the adult regard of teachers who are generally competent, or even gifted, will enhance their effectiveness as pedagogues and critical members of the school community. (p. 341)

One perspective on leadership has led teachers to define and describe parameters to enhance relationships in the school setting. As a researcher on John

Goodlad's A Place Called School staff, Tye (1985) studied 13 high schools. She found teacher perception of leaders to be positive when the administrator: a) wants to be there; b) effectively leads all staff members; c) capitalizes on teacher strengths; d) is flexible; e) gives the staff considerable freedom of action; f) is open to new ideas; and, g) is encouraging and supporting and seeks democratic decision-making.

Lortie (1975) stated,

Teachers accept the fact that students, space, supplies, and schedules are owned and controlled by others and do not assert that they should control the means of production. (p. 186)

However, Weick (1982) said,

People need to be part of responsible projects. Their action becomes richer, more confident, and more satisfying when it is linked with important underlying themes, values, and movements. The administrator's voice and vision are two of the few things that teachers share in common. (p. 674)

Tension and conflict have been reduced or eliminated when teachers felt included in decision-making processes. Continued success in that regard has been dependent upon principals interested in improving the work environment and who sought new areas and ways in which to involve teachers (Tye, 1985, p. 105).

Ultimately, the teacher perspective has focused on change. School leaders have managed complex enterprises without extensive powers (Lortie, 1975, p.

196). A classic dilemma has thus resulted and which has often thwarted change; that is, the leader's responsibilities have often outrun his authority. In school, the principal has been constrained by expectations and norms and rewarded for maintaining the status quo (Sarason, 1982). Therefore, the leader's perspective on teachers and change has been colored by his beliefs about what the system will allow in terms of freedom, innovation, and participation. Change, to account for and accommodate the multiple realities in school, has only come through understanding and actual modification of regularities affecting school behavior (Sarason, 1982).

Regularities in the School Setting:

Programmatic Regularities

Sarason (1982, p. 72) and Brubaker (1982, p. 62) defined programmatic regularities as ways of doing things that brought about intended behavioral outcomes. The organization itself has received scholarly attention as the setting for those regularities. The starting point for further discussion has centered on describing the organization in that context. Barnard (1968) provided a conceptualization of the organization as existing when there are persons able to communicate with each other and who are willing to contribute

action to accomplish a common purpose. In a theoretical view of schools as loosely coupled systems, there has been an emphasis on the value of dialectical processes. Benson (1977, p. 1) concluded that tension between structure and process was a programmatic phenomenon (from which teacher conflict and tension grew) because an organization was always changing within its established framework. Organizations have simultaneously existed as individual entities and as part of a whole social network. Foster (1986, p. 197) and Benson (1977, p. 1) argued that as cultural entities schools have engaged in frequent dialectical analyses which have resulted in multiple perspectives overriding the tendency to be unidimensional. One must, however, recognize the power of structure as a programmatic regularity influencing behavior. In a field study of three high schools (urban, suburban, rural) Ianni (1975) and Ianni and Caesar (1973, p. 1) looked at structure in schools as social organizations and particularly at behaviors resulting from "regulating" and "regularizing" mechanisms. From their work (Ianni, 1975, p. 4; Ianni and Caesar, 1973, pp. 2-6) came some important conclusions:

- 1) Informal social systems may be the primary facilitators in the learning environment;
- 2) programs which do not grow out of and reinforce

some body of theory do not survive;

3) conceptualization of educational structures must precede role designations so that organizational structures can be built to properly house them; and,

4) change in the high school setting is a function of communicating structures rather than re-formulating organizational charts.

Lightfoot (1983) saw leadership as a programmatic regularity in schools. Edmonds (1979, p. 18), a proponent of the effective schools movement, likewise saw certain traits as necessary elements in "goodness". In toto, the effective school as a regularity has come to exist by its attention to: a) a safe and orderly environment; b) a clear and focused school mission; c) a climate of high expectations; d) an optimum use of time for learning; e) frequent monitoring of progress; and, f) good home-school relations.

Organization structure, rules, and dialectics have been viewed in the context of programmatic regularities. Of late, schools have increasingly focused on becoming effective. Owens (1984, p. 1) argued that the principal in the school matrix was the hub around which programs revolved. Principals and their schools have had reciprocal relationships that expectations of and support for norms being realized

have been rational, logical, and systematic.

Understanding regularities in the organization, its ecology, has made it clear that,

The organizational behavior of principals is unarguably an important source of knowledge to inform policy development and strategies for school improvement interventions (p. 1)...There is considerable evidence of the powerful indirect force (of the principal) working as a surrogate for traditional, formal, bureaucratic approaches. (p. 17)

Regularities in the School Setting:

Behavioral Regularities

As discussed earlier, theory has shown behavioral regularities to flow from programmatic regularities in an almost causal or $X > Y$ determinism. However, inferences drawn from the literature have shown behavioral regularities to be dialectic as well. To begin, Anderson (1982, p. 389) discussed a framework for behavioral regularities that grew out of school climate research:

- 1) teacher morale is associated with climates perceived as open;
- 2) bureaucratic structures can predict teacher alienation;
- 3) high achieving schools have satisfied teachers;
- 4) teacher and principal perceptions of climate are fairly independent;
- 5) facilities and equipment are not important

variables; and

6) teachers are more positive at innovative schools.

In viewing the educational setting as a climate of "encounters" among students, teachers, administrators, and parents, Ianni and Caesar (1973) said that the behavioral regularities which characterized the high school have become useful knowledge bases for educational decision-makers. A study of 53 incidents of students' disruptive behavior led Ianni (1975b) to refine the framework for understanding behavioral regularities:

- 1) there will always be an informal network of power relations in the school that are not named in the formal organization chart;
- 2) there is always the possibility that one role will be in conflict with another causing role limitations; and,
- 3) it is in the institution's interest to formalize emergent roles and incorporate them into structures of the school.

The concept of networking has received scholarly attention. In comparison to Ianni, Cusick (1981, p. 114) was original in defining networks as the ego-centered field of relations belonging to the

individual or group; the network was the sum of all of the interactions of a certain kind in a certain place.

Structure (programmatic regularity) and responses to it (behavioral regularities) have been at the core of studies done to illuminate and raise consciousness about teacher status. In exchanges with school site administrators, central office personnel, and state officials, teachers have been given clear role prescriptions and expectations. Responses on a continuum range from compliance and acquiescence to pragmatism and even to counter-culture resistance. In a study of middle school teachers, Kanpol (1987, p. 65) found teachers often broke from the supposed official policies outlining teacher routines to follow a more pragmatic path "in accordance with what is best for them" (p. 2). Dissatisfaction with structure has been most serious in cases where teachers felt disenfranchisement and disengagement from the schools leading them to want out (Schrieber, 1985). Sedlak, Wheeler, Pullin, and Cusick (1986) agreed stating,

Teachers have progressively disengaged themselves from their academic roles and responsibilities ...appear to have moved high schools more to the periphery of their lives. (p. 123)

The predicament of the teacher struggling to maintain personal integrity in the course of meeting the system was highlighted in Rubio's (1979) study.

Tye (1985, p. xi) and Lortie (1975, p. 177) analyzed the system-as-monolith to arrive at frustration factors for teachers. They found that dissatisfaction stemmed from greater student variability, erosion of supportive relationships between school and home, and low status of the profession in society. Though teaching has been maligned as accommodating, treaty-making, and bargaining (Powell et al., 1985), it was found that teachers gained strength and derived satisfaction from school structures that gave them autonomy in their own classrooms and which allowed for interpersonal staff relations. Tye (1985, pp. 329-330), Lortie (1975, p. 163), and Lightfoot (1983) also found sound relationships as mediating factors in teacher dissatisfaction:

The redefinition (of leadership) includes softer images that are based on nurturance given and received by the leader; based on relationships and affiliations as central dimensions of the exercise of power...(p. 333)

Apparently, relationships between programmatic and behavioral regularities for teachers have not been healthy. Lortie (1975, p. 9) has stated that more attention must be paid to the meaning teachers give to their work and to the sentiments they generate. At the risk of creating more tension, however, he advised that changes must not be prescriptive and hortatory, but

rather that they be proposed and carried out by those with knowledge of the settings that are to be improved.

Regularities in the School Setting: Conclusion

This section of the review of related literature and research sought to dig deeper than the obvious cultural layer of schools. By making inferences from the literature on teachers, school ethnographies, and organization theory, the writer created a framework for understanding the regularities that comprise the milieu in which both the process of shared decision-making and the work of teacher-leaders takes place. It was found that programmatic regularities exerted power in terms of their intended behavioral outcomes. To provide a frame of reference for further reading in the current study, certain teacher perceived regularities were outlined. Though in need of further scholarship, it was nonetheless evident that teachers have experienced tension and conflict and look to effective school site leadership as an ameliorating factor. Several studies have outlined programmatic regularities and have indicated a need for organizations to recognize teacher status in order that teacher frustration and dissatisfaction be lessened. Finally, behavioral regularities were culled from qualitative studies of teachers. Pragmatism and resistance have increasingly

been adopted as coping strategies in response to programmatic regularities. That teachers have continued to perform and to be committed to meeting expectations was attributed to two factors:

- 1) teachers gain power and satisfaction from autonomy in the classroom; and,
- 2) leaders who provide succor and nurture their staffs aid teachers in deriving meaning from their lives and their work in the school.

CHAPTER THREE

DESCRIPTION OF THE SETTING

Introduction

If there is a single school system in the United States, where there is an official and constitutional provision for submitting questions of method of discipline and teaching and questions of curriculum, textbooks, etc., to the discussion and decision of those actually engaged in the work of teaching, that fact has escaped my notice.
John Dewey, Elementary School Journal

From the bite in John Dewey's statement, one can conclude that teacher empowerment was then (early twentieth century) almost non-existent. The setting, however, seems to have changed so that those on the front lines in schools do participate with increasing frequency. The change from Dewey's day has come to rest on a platform of sound construction. A growing research base indicates benefits accrue to both organizations and individuals when shared decision-making is in place. Consequently, participation in practice is becoming more normative and routine in organizational settings. It would not be risky to suggest that the extent to which teachers exercise power over certain regularities of school life

affects how they view their roles in bureaucratic organizations. The exercise of power by teachers depends upon the structural location and role of the teachers within an organizational matrix, as well as upon certain attributes--some achieved, some ascribed.

In chapter three, the reader will become acquainted with the particular settings for the current study. A definition and theoretical framework for the concept of setting will be established. Brief examinations of the Camp Lejeune Dependents' Schools (located on Marine Corps Base, Camp Lejeune, North Carolina) and Lejeune High School will provide background for discussions of the shared decision-making groups through which teacher-leaders are empowered. Those groups are the Team Leaders and the Curriculum Council.

Theory

An assumption borne of shared decision-making groups is that there is action to be taken. Implied is the notion that change is necessary; it must be noted that conservation can be just as powerful a force. Nonetheless, whether deciding to pursue change or to conserve the status quo, the organization engages in the creation of settings. Though a growing body of literature supports knowledge of change dynamics, too

little emphasis is placed on the environment necessary for change. Goffman (1959, p. 22) discussed setting in limited terms referring to the physical environment. Sarason (1972), however, has provided a richer picture through a creation of settings theory:

...creating a setting is one of man's most absorbing experiences, composed as it is of dreams, hopes, effort, and thought ...(p. 272)
To say that the creation of a setting can be like a work of art is to say that it can involve in an organized way the most productive attribute of the human mind. (p. 284)

To begin, Sarason defines creation of settings as,

Any instance in which two or more people come together in new relationships over a sustained period of time in order to achieve certain goals (p. 1).

Brubaker (1976, p. 1) also cites psychological sense of community and personal worth as the two most common goals for creation of settings. For program participants Sarason then offered three useful conceptualizations as implementation proceeds. The first is the before-the-beginning stage which is an act assessing the zeitgeist of the situation. In this state the big picture of resources and alternatives is drawn. In the second or beginning stage, the leader and core group are chosen and agreements and covenants are formed. Finally, a third stage or setting is created that works on the implementation of goals. This theory has a fit with the concept of schools as

loosely coupled systems; schools and groups within schools are settings created and existing in non-linear and non-sequential ways. It may be appropriate to conceive of school settings as ameboid open systems with the nucleus (core group and leadership) largely controlling function and structure as the setting is externally influenced.

Brubaker used Sarason's theory to give direction to the creation of settings. He argued that the process is praxis (reflexive action) evolving from four components: a) cultural influence; b) covenant formation; c) values/priority settings; and d) change strategies (1976, pp. 2-4). Finally, Brubaker (1982, pp. 43-45) provided a framework for group success by listing clarifying questions designed to solidify participant positions regarding past and present settings:

- 1) Is the need for a new setting clearly recognized by a substantial element of the old setting?;
- 2) Was the need for a new setting openly voiced and therefore initiated by those within the old setting?;
- 3) Do those who initiated the drive toward the creation of a new setting recognize the importance of understanding the history of the setting?;

- 4) are those interested in creating a new setting clear as to their goals and objectives, as well as the predominant goals and objectives held by members of the old setting?;
- 5) do members of the old setting recognize that persons generally have unlimited desires but the setting has limited resources?;
- 6) is the rhetoric of those in the old setting consistent with the degree of commitment they exhibit in their actions?;
- 7) what kinds of covenants have members of the old setting formed, and what kinds do they say they would like to have in the future?;
- 8) how, and to what degree, are functions of organizations performed for members of the old setting, and what changes would these members like to see with regard to how functions are performed?;
- 8) at what purpose level is the setting and in what direction is it moving?;
- 9) do leaders who are interested in creating a new setting see their role as a matter of chance or as part of the natural history of events?;
- 10) do leaders who wish to create a new setting act as if all members of the old setting want to

be invited to play some role in the creation of the new setting?;

11) do members of the old setting who plan to give leadership to the new setting understand the setting's concept, or do they view change in narrow terms?; and

12) do members of the old setting who plan to give leadership to the creation of the new setting think in extreme terms or do they make finer distinctions?

There is strong concern among theorists about social relations in the settings, especially as they are constructed, maintained, or destroyed (Shapiro, 1983, p. 134). Building on Goffman, Gouldner (1970) asserted,

...image of social life is not of firm, well bounded social structures; but, rather, of a loosely stranded, criss-crossing, swaying catwalk along which men dart precariously. (p. 379)

For the reciprocal, covenant based relationships among participants in the setting to be fruitful there must not come into play feelings of disengagement and/or alienation. Gouldner is concerned with this phenomenon of dramatization where participants produce performances of self rather than engage in things they really ought to do. Though the theory is apparently embedded in present interpersonal sociology, there is a

mandate for leadership and core groups to maintain awareness of it and to realize the value of performances based on individual as well as interpersonal worth.

To complete a theoretical perspective on settings one must continue to focus on the individual. Work in the setting, especially the work of teacher-leaders in shared decision-making groups, involves intention and action. Atman (1987) termed this connotation or vectored personal energy that has both direction and magnitude:

Although the application and valuing level of the cognitive and affective domains, respectively, imply that the individuals will 'do' something, they do not treat, directly, the energy requirements associated with 'doing'. (p. 16)

Individual knowledge of the taxonomy of the cognitive domain (perception, focus, engagement, involvement, transcendence) enhances one's consciousness of intrinsic motivation and brings on the realization of a symbiosis with the setting--one influences his motivation by the energy he brings to the situation.

Camp Lejeune Dependents' Schools and Community

Camp Lejeune, named in honor of Lieutenant General John Archer Lejeune, Commandant of the Marine Corps from 1920-1929, covers 173 square miles of southeastern North Carolina. The reservation covers 109,047 acres, of which 26,000 are water. Prior to 1940, this base

was farmland devoted to the growing of tobacco, peanuts, and other crops typical of this area. Some 640 families lived on the land and derived their livelihood from farming and fishing until the land was purchased by the Marine Corps during 1940 and 1941. Construction of the base was begun in April, 1941, and completed in late 1942. In September of 1941 the first Marine Division landed in 'Tent City', the first completed section of the base. The Marine Corps Base was opened on September 15, 1941, and on September 20th colors were raised for the first time.

There are approximately 43,300 active duty military personnel presently assigned to the Camp Lejeune complex. An estimated 11,100 retired military personnel and 22,000 dependents of retired military personnel reside in the Jacksonville/Onslow County area. Approximately 20,150 active duty dependents live off base in the surrounding area. There are 4,565 housing units available on base. There are 4,229 sponsors presently living in base housing units, with 11,621 dependents residing with them for a total on-base population of 15,850.

There are an estimated 3,900 civilians who are employed by the base and whose primary residence is in the Jacksonville/Onslow County area.

The Camp Lejeune Dependents' Schools were first established at Camp Lejeune, North Carolina, in 1942. Secondary education classes first began at Brewster School on Brewster Boulevard and continued to be provided in this structure until 1962. During 1962, the high school was moved to the present structure. The high school will move into a new structure on Stone Street and Brewster Boulevard in 1990. In addition to the 1-A size high school, the school system includes five elementary schools and one middle school. The seven schools serve a total population of military dependent children numbering nearly 4,000.

The Camp Lejeune Dependents' Schools system has been progressive and innovative in its press for effective education. The drive to be on the cutting edge had been tied to support for research efforts by its personnel. By school board policy, Camp Lejeune educators may apply for and receive administrative leave for professional advancement, research and development funds, and in-service training relative to curriculum development (see Appendices C through F). Additionally, educators may seek and be granted by the Board of Education one year of sabbatical leave for doctoral study. Under that program personnel are given three-fourths salary and are required to work in the system for three years after returning from leave;

since 1973 13 staff persons have pursued doctoral programs of study. Significant scholarly works in education, as well as impetus for further research in education, have grown from the sabbatical leave program.

Lejeune High School

Lejeune High School is a unique high school that gears its efforts to the transient student population of the Camp Lejeune Marine Corps Base. The administration and faculty of the school are very student oriented and provide tremendous flexibility in meeting student needs. The facility is clean, attractive, and very conducive to the teaching/learning format for which it is used. Students take a great deal of pride in their school and the sense of ownership prevails throughout. The faculty and administration are extremely competent. Faculty members are very attuned to the cosmopolitan nature of the student body.

Lejeune High School offers a multi-phased curriculum to students in grades nine through twelve. Students, with the assistance of their parents and school personnel, place themselves into phased or difficulty levels of courses according to their achievement levels, standardized test scores, and

previous grades. The curriculum includes academic and vocational courses which accommodate the slowest learner as well as the scholar. Much emphasis is placed upon students' responsibility for the role they play in the total curriculum. The program provides for the classification of students by their stage of learning rather than by the traditional classification of age.

Phase levels range from remedial (phase one) for slow learners to advanced (phase five) for exceptionally talented students. Within this phasing scheme, the student is permitted to select courses which will offer him/her the amount of educational challenge that can be mastered by the student. Students may reschedule to another phase whenever achievement warrants a change. This change may be to either a higher or lower phase.

LeJeune High School has been accredited since 1945. The most recent visitation process occurred on April 29-30, 1986, when the school once again received its accreditation through the Southern Association of Colleges and Schools.

The present faculty of 66 instructs approximately 650 students, offering a total of 218 class sections. Faculty voice contributes to the empowerment of teacher-leaders in the school. As part of the

preparation for the 1986 S.A.C.S. visit, 44 teachers were surveyed for their opinions concerning Lejeune High School (see Appendices A and B). The questions, results, and findings of that survey indicate that numbers 5, 7, 11, 14, and 16 speak directly to the current study.

Team Leaders

Of the two structures at Lejeune High School that empower teacher-leaders through shared decision-making, the Team Leaders has the longer history. According to the current superintendent (Sloan, 1988), the Team Leaders concept was in place when he assumed his first teaching position in 1959. At that time the name Team Leaders was not used. Instead, Tem Leaders were grade chairmen in the elementary schools and department heads in the Junior and senior high schools. The impetus early on for a Team Leaders structure had its roots in the differentiated staffing used by the Federal Civil Service. A team of line workers had a member elevated to a hierarchical supervisory position. The Team Leaders early development was consistent with Civil Service employment practices.

With the appointment of a new superintendent in 1976, the Team Leaders began to take on the empowered shared decision-making qualities that characterize it

today. A name change to Team Leader, an application process (see Appendix F), and a yearly stipend added to the prestige of the position. In return, Team Leaders assumed a more collegial role and were seen and used by the principal a great deal in making curriculum decisions:

Team Leaders were partners in the planning process working with the principal and helping to make decisions concerning instructional matters far more so than they had ever done before. (Sloan, 1988)

The Team Leaders concept was tested in 1971-1972 in an experimental school project at Tarawa Terrace II Elementary School (Sloan, 1975; Brubaker, 1982, pp. 144-156). The project, designed to put school management into the hands of teams of teachers, gave Team Leaders wide discretion in the bureaucratic and professional decision domains. The current notion of Team Leaders parameters grew from analysis of the project and was also influenced by the professional biography of the current superintendent.

Trained and experienced in elementary education and counseling, the superintendent had a decided curriculum bias in terms of leadership style:

I have always had a very strong interest and emphasis in what I do with curriculum and so curriculum change, growth, and development have always been more important to me than managing people. (Sloan, 1988)

Since taking the position in 1976, the commitment to professional decision domains has been evident by the superintendent to the extent that teacher-leaders are assigned who reflect a similar commitment. Though reluctant to prescribe one formula for Team Leaders work, the superintendent has encouraged the principals and participants to use the structure to its best advantage in terms of helping to make those decisions that can be helpful to teachers.

The current Team Leaders structure at Lejeune High School includes the principal, assistant principal, guidance director, and six Team Leaders. Meetings, held in the principal's office at 2:45 p.m., are scheduled as needed but usually no less than once a month. The expectation of all concerned is that the experience will be genuine. Reflecting on the Tarawa Terrace II project, the superintendent commented,

I think that we saw in the analysis of the Tarawa Terrace II project that one of the things that came out of that was too much pseudo involvement. There was not enough real meaning given to the kinds of activities that teachers could be involved in. Those involved need to see decisions implemented as they planned it. They want the experience of being involved, yes, but otherwise save your involvement for those things that are going to make a difference and that matter to them. (Sloan, 1988)

The Team Leaders position continues to evolve. For example, with the advent of the North Carolina Teacher Performance Appraisal System, it was determined

that teacher-leaders in Team Leader positions would fulfill the role of mentor on the evaluation team. This has broadened the range of the professional decisions domain to now include teacher-leaders in the leadership and development of teachers on the staff. As such, Team Leaders is proving to be an area of leadership training and experience to the extent that the superintendent often looks to those persons to chair committees and present in-service staff development workshops contrasted with almost exclusive use of central office and/or outside consultant personnel prior to 1985.

Finally, the Team Leaders group has a strong role to play regarding educational change. The Camp Lejeune Dependents' Schools system has had a tradition of change and innovation. Like any system, however, those changes and innovations have not always been in the best interest of students and teachers. Some pressure in the 1960's and 1970's caused change to be made that, in hindsight, could be called faddish and attributed to the bandwagon effect. The current superintendent, however, has recognized and studied the complexity of organizational change and continues to give leadership to that notion so that analysis of change is integral to the work of the Team Leaders. He remarked,

I am just as interested in change but I am conservative when it comes to evaluating and making sure that it is a practice that has validity and has a good reason for being made. (Sloan, 1988)

Curriculum Council

The second of the empowering structures for teacher-leaders in Lejeune High School's organization is the Curriculum Council. Though its history is shorter than the Team Leaders, it has a more complex origin and serves a richer empowering function at both structural and substantive levels. As did Team Leaders, the Curriculum Council grew from the professional biography of the superintendent, but it was refined in its development through cooperative efforts by the current principal and a consultant from the University of North Carolina at Greensboro.

When the current superintendent took his position in 1976, he found himself without assistant and associate superintendents for governance and instructional programs. His solution for the problem in the first two years of his tenure was to assemble an advising/recommending council drawing on expertise already in place in the seven schools--principals and team leaders. Regular council meetings were held to provide the superintendent with information used in making decisions in both bureaucratic and professional

domains. Eventually, assistant and associate superintendents were appointed and the council ceased to function. The council's significance, however, was not forgotten and would provide a formulation for similar efforts at Lejeune High School several years later.

In 1985, the current principal, Dr. C.T. Hager, was appointed. Having been a teacher in the Tarawa Terrace II project and an assistant principal at the high school for six years (serving as a member of the Team Leaders group), he quickly realized a need for more input regarding professional domain decisions and set about to create a second empowering structure, the Curriculum Council. This group would work in the curriculum area thus leaving the original Team Leaders structure to be more involved in governance. Interestingly, the superintendent was also contemplating an expanded involvement of team leaders in curriculum matters, especially as they were to become part of the mentoring and evaluating teams under the new North Carolina Teacher Performance Appraisal System. With that in mind, the superintendent received permission from the Board of Education to establish the new structure which would mean placing the team leaders of English, Social Studies, Science, and Math in the Curriculum Council by granting them a release period in

addition to a release period for planning given to all faculty members.

The consultant, Dr. Dale Brubaker of the University of North Carolina at Greensboro, proved to be an important resource to the Curriculum Council as it began to shape and define itself. A theoretical platform was introduced based on ideas of Sarason and Goffman. In defining the nature of his two year consultancy, Brubaker said,

Yale psychologist Seymour Sarason, whose work on the culture of the school has been helpful to us, suggests that it is occasionally helpful to have an outsider (such as myself) come in as a "visitor from outer space" and have "insiders" explain in detail what they are doing (programmatic and behavioral regularities). In the process of doing this alternative strategies can be identified and weighed. I have used this approach in other settings and it is quite an eye opener for all concerned and it is revealing in a deceptively non-threatening way. (Brubaker, personal communication, August 5, 1986)

Brubaker and the principal agreed that though the Curriculum Council was now structurally integrated, it must not develop static bureaucratic traits. Therefore, emphasis on dynamic professional interaction became a permeating thread and can be traced to Goffman's (1959) conceptualization of "team":

A team, then, may be defined as a set of individuals whose intimate cooperation is required if a given projected definition of the situation is to be maintained. A team is a grouping, but it is a grouping not in relation to a social structure or social organization but rather in relation to an interaction or series of

interactions in which the relevant definition of the situation is maintained. (p. 104)

The consultant also brought to the Curriculum Council the basic assumption that,

In order for them to give at a high level they first have to get at a high level...I'd given speeches and written about that at the theoretical level but I really saw it working in the Curriculum Council. (Brubaker, 1988)

The consultancy was thus shaped through Sarason's "outsider" model, as well as through a powerful "insider" model of teacher-leader council members empowering their students to learn in their classrooms and thus expecting the same for themselves in the new shared decision-making structure. That such a give and get dichotomy came to exist was in large part due to the leadership style of the principal.

Dr. Hager (1988) incorporates the Hersey-Blanchard model of leadership in the Curriculum Council. As professionals, teacher-leaders are perceived as module four types and thus are given power and responsibility to make shared professional decisions beyond their classroom and department walls. The consultant qualified the successful leadership style of the principal in these terms:

The principal valued his own learning and saw the Curriculum Council as a vehicle to learn more about the creation of settings and the personalities of those involved. The principal saw the Curriculum Council as both leadership and staff development training ground. He had a

self-confidence to divest himself of absolutist or autocratic tendencies. (Brubaker, 1988)

Though perhaps not as efficient as more authoritarian styles, the consultant and the principal agreed that the style involving empowerment of teacher-leaders through shared decision-making was more effective; it was also consistent with the philosophy of teaching as practiced by teacher-leaders in their own classrooms. The principal indicated commitment to this chosen style of leadership by remarking,

The goodness of it (Curriculum Council) and what comes out of it owes alot to the people who are there. (Hager, 1988)

The Curriculum Council meets weekly at 11:00 a.m. in the principal's office. It is composed of the principal, assistant principal, and team leaders of the English, Social Studies, Science, and Math departments. Other ad hoc members join as their expertise relates to particular curriculum decisions. The Council's work for the school year begins by establishing goals that will guide its efforts. These goals are assigned/volunteered for and members begin the information gathering process. Decisions are arrived at through consensus. In the structure of the Camp Lejeune Dependents' Schools the principal ultimately "owns" the decision of the Council but because he is part of the consensus the ownership is titular.

However, the principal (Hager, 1988) does take responsibility for incorrect decisions and for not giving adequate leadership to the process. Conversely, successes of the Curriculum Council are attributed to the work of members and are often given recognition through faculty meetings, newsletters, and memoranda.

As the Council began in 1985, it chose rather simple problems to solve in order to establish its validity and credibility with the faculty. Now in its fourth year, the Council has adopted a more mature philosophy. It looks at issues in the professional decisions domain more as dilemmas to be reconciled and feels less stress and urgency to accomplish things for credibility's sake. The Council's goals for the past three terms appear in Appendices G through I.

To conclude, evaluative types of observations on the Curriculum Council provide insight in terms of how it is perceived as an empowering structure. First, the superintendent (Sloan, 1988) was adamant in stating that the Council would continue to be supported as part of Lejeune High School's infrastructure as long as it continued to function and be perceived in a positive way. Second, the consultant (Brubaker, 1988), now two years removed from his work with the group, heard teacher-leaders and the principal affirm that the work of the Curriculum Council was secondary in their minds

to the growth in their leadership owing to shared decision-making. Finally, the principal (Hager, 1988) saw the Council maturing in its ability to help him translate his vision for the school, to negotiate troublesome blind spots hindering decision-making, and to approach change and conservation with a critical eye.

CHAPTER FOUR

PORTRAITS OF TEACHER-LEADERS

You do not really understand something until you understand it more than one way.
Marvin Minsky, The Society of the Mind

Introduction

In an interview with William Friday, former University of North Carolina president and host of the television program North Carolina People, author Fred Chappell reflected on a theory about the special relationship of the particular to the general. Chappell, Burlington Industries Professor of English at the University of North Carolina at Greensboro, said that each creation has its own aesthetic theory. Traditional thought consistent with teaching and research in the social and behavioral sciences asserts that the discovery of laws and model building are steps necessary to the understanding of people interacting with their physical and social environments. The current study is guided by quite a different perspective. Strongly influenced by Chappell, I came quickly to the realization that in doing portraits of three teacher-leaders I was not finding laws that would

predispose me to the building of models. Rather, it was evident that each story was unique and that each teacher-leader experienced empowerment through shared decision-making in personal ways. What I understand, then, is that there is no conclusion to be drawn that tightly bundles teacher-leader behaviors into some consistent whole. The portraits cause me to accept that empowerment in the current study is a blend of personality and chemistry stemming from each participant's interactions with opportunities in the setting for autonomy, responsibility, choice and authority. Utility resides neither in laws nor in models but rather in the aesthetic quality of each portrait as it strikes some resonant chord within the reader.

Teacher-Leaders: Eric S.

Three years ago the principal of Lejeune High School, Dr. C. T. Hager, was faced with a difficult choice. The science department chairperson and team leader had applied for and been accepted for a year of sabbatical leave to pursue doctoral studies in science education. In filling the vacancy, the principal had two choices. He could appoint a long term team member or Eric, a third year teacher. Sensing that department chairperson, team leader and curriculum council

positions serve both operational and leadership training functions, Hager chose Eric in order to further promote leadership opportunities within his school. Now in his fifth year as a science teacher, Eric's is a rich portrait which serves to contrast with Elaine B. and Pat K., both veteran teachers of a dozen years or more.

Eric is a large, lean young man with dark hair, direct eyes, a commanding voice and a strong handshake. His style choice is to the casual in taste and I suspect that this is calculated to gain rapport with students. Formal education and training came from a B.S. program in science education at Wake Forest University and further science education is currently in progress through the M.A.Ed. program at East Carolina University. Interestingly, as a former Navy dependent, he had been a student in and is a graduate of Lejeune High School.

That Eric is involved beyond the four walls of his classroom/lab is evident--he is rarely there! On numerous occasions I went from classroom to department office to school office to department work area trying to find him. Duties that accompany his different roles dictate that he will be busy with a variety of activities in addition to his four science classes (Chemistry, Physics, and Biology). As a faculty member

he may be found in attendance at student functions such as dances and plays. His strong belief in the symbiotic nature of teacher-student relationships leads to his active involvement in areas such as coaching (soccer and wrestling) and sponsorship of service groups (Key Club); he believes that involvement enhances leadership which improves his teaching and which ultimately fuels his desire to become further involved. For Eric this apparently circular and self-perpetuating phenomenon is his conceptualization of curriculum. His behavior demonstrates a belief that curriculum (Brubaker, 1982) must address key questions: what knowledge is of most worth?; how shall we live together ? (a question central to interpretive types of inquiries); and, what experiences should students and adult educators have? His students use a number of positive adjectives to describe him (confident, fair, flexible, logical, humorous) and are free with flattering comments such as: "He treats us like adults."; "We respect his professional judgment about our activities."; and, "He gets involved in the non-science stuff and we respect that." It is clear that from the perspective of teacher-student relationships Eric identifies and fulfills his needs and theirs by moving the locus of his professional life beyond his classroom. As can be expected, that same

type of attitude is evident in Eric's professional life as it exists in a network of collegial relationships.

From literature and the concept of characterization we come to know characters through what they do and say and through what others say and think about them. An honor given to Eric is indicative of his view of education as well as the position he holds among his peers. Eric was selected by his colleagues as his school's "Teacher of Excellence" participant in the North Carolina program. Criteria for the award, which are indicators of teaching excellence growing from involvement in many aspects of school life, are: a) enthusiasm for teaching; b) sharing of ideas and teaching techniques; c) effective communication with other teachers, students, parents, and school administration; d) creativity; e) receptiveness to try new or innovative methods in the classroom; f) maintenance of a friendly, attractive, and stimulating learning atmosphere; g) time on task to the instruction of students; h) competence in subject content areas of responsibility; i) recognition, accommodation, and respect for the individuality of the child; j) involvement in the profession of teaching; k) willingness to improve one's abilities through involvement in professional development activities;

and, 1) superior ability to inspire students of all backgrounds and abilities to learn.

A part of Eric's Teacher of Excellence award process included the opportunity to support his nomination in a written "Philosophy of Education". The full text of that document is useful as one more step in coming to know Eric's character:

When trying to describe my philosophy of education, the words enthusiasm, challenge and innovation come to mind immediately. In working with any student, the most crucial task is to instill, maintain and perpetuate interest. Chemistry or Physical Science often is not intrinsically motivating to a high school student. A favorite ploy is to demonstrate enthusiasm and exuberance beyond normal heights. Demonstrations, labs, and class discussions allow participation and hands on experience so critical in science education. Above all else, enthusiasm is contagious. Students frequently find themselves interested in subjects they might normally find boring.

To reap the full rewards of an education, it must be challenging for the student. A good grade with no challenge is a hollow victory. However, no student should face a challenge that appears insurmountable. When course challenges are appropriate they can prove motivating and very rewarding.

Innovation in science is of extreme importance. Innovation is necessary from both the students and the teacher. New solutions to old problems perpetuate experimentation, imagination and development of a technological sense. Innovations such as interactive video, micro-video television, and computer interfacing in science courses have allowed and will continue to allow students to generate a direction for science technology.

The Excellence award provides peer recognition and financial support to attend a state conference of the participant's choice. It also is empowering in provoking recipients to analyze their teaching role. Because of the power behind peer recognition/collegial support, Eric feels more assertive with his ideas and has a strong sense of having to fully meet any and all expectations for his performance. The net effect is a consistently enthusiastic approach to students and teaching and a more confident and comfortable demeanor in relationships with colleagues.

A strand that runs through Eric's student and teacher relationships, Excellence award process, and official duties is his masculine metaphor for leadership and teaching. Connecting personal life to teaching is not difficult for Eric. Life is to be lived experimentally and analytically and, if he had his way, the professional life of the teacher would be more competitive for positions, salary, and benefits. His is a conceptualization of teacher with a hard but reasonable edge--there is a task to complete, these resources are available, this is how it should be done.

The masculine metaphor is not, however, blunt or inarticulate. On the contrary, Eric appreciates and is sensitive to the complexities in teaching and in organizing to make potential become real kinetic

energy. He finds the Curriculum Council of LeJeune High School a most effective vehicle for moving ideas to stages of implementation. This decision-making body encourages him to have varieties of experiences so that he can volunteer such commentary as, "I feel now like a person in a position rather than just a person."

Most interesting was Eric's involvement in several Curriculum Council sessions on the fate of the Freshmen Studies program. As the group moved toward consensus that the program had outlived its utility, Eric was quick to point out the value of one of its decision-making components, "Clear Choices". He felt strongly that students needed instruction about decision-making in the face of an increasingly pressure-filled adolescence and thought that "Clear Choices" provided the solution. With his leadership and suggested alternatives the program was successfully subsumed under the existing PE/Health curriculum. In these sessions Eric probed others for input and helped move the Council to closure so that direction for the following school term was apparent; there was an effort to balance the process of negotiation with the need for a final product. Such consistently strong task orientation is symbolic of the masculine metaphor but also reflects a deep concern for how adult school folk

can best make decisions affecting the lives of students.

From these types of experiences Eric can articulate a sense of empowerment. He feels the groups that are concerned with bureaucratic and professional decision domains provide a legitimate broad base of support ("A data base for the principal.") for the work of the school. As part of the broad base the teacher-leader must both produce (most meaningful in colleagues' minds) and philosophize (less meaningful in colleagues' minds). Though not too often concerned with how his position as teacher-leader is perceived, Eric does believe that,

For our (school's) entire educational machine to work we need understanding of how my science department compliments all of the others that we are all working together for the students.

Teacher-Leaders: Elaine B.

The Curriculum Council meeting was held, as normal, in the principal's office. On this hot, muggy morning late in May, however, there was a tension usually not present. The school term was winding down, teachers were in the last throes of getting students ready for exams, and numbers of student activities were to still to be planned and implemented. Elaine, in the midst of preparing for her biggest theatrical production (Grease) in ten years of teaching at LeJeune High

School, would certainly have been excused by the others for contributing to the strain; each member empathized with the numbing task of marshalling students and resources for the production. I was struck, however, by Elaine's sense of calm and was awed by her first concern which was for the well-being of her students. She was careful to let it be known that though students would unavoidably have to miss instructional time, everything possible would be done to keep them moving forward toward exams in a confident, positive manner. Her leadership was noted by the principal and Council members and was pivotal as decisions were made regarding end-of-school matters. Elaine effectively modeled the need to keep student welfare at the core of school affairs when it would have been easier, and perhaps natural, to move in other directions.

Elaine is a secondary level English teacher with over twelve years of experience. She received her undergraduate degree in English from the College of William and Mary, completed the M.A. in English at the University of West Florida, and has completed coursework at the University of North Carolina-Chapel Hill and East Carolina University for certification in academically gifted education and supervision.

Elaine is a dedicated teacher who believes strongly that her empowerment to be involved beyond the

confines of the English curriculum flows naturally from the the students that she empowers in her classroom. They say of her: "Mrs. Bix goes beyond English to stimulate our general interests."; and, "She opens a range of knowledge for us." Her work with students does not go unrecognized. Elaine has been honored by students as the Lejeune Scholars Teacher of the Year, and by faculty as both the Lejeune High School and Camp Lejeune Dependents' Schools Teacher of Excellence. In addition, she was honored statewide as the North Carolina Academically Gifted Teacher of Excellence. These honors come from a deep seated belief in and respect for the multiplicity of perspectives necessary for teachers to have who are then charged with opening the minds of students. She states,

I have a respect for knowledge and the need to consult different perceptions. I need to solicit from others because they have looked at problems from all of the angles. This is the way it happens in my classroom when I am confronted with an idea I'm not sure of...You cannot encourage critical thinking and be autocratic.

The full text of Elaine's "Educational Philosophy" for the North Carolina Teacher of Excellence program further reveals that she first empowers her students to be the "masters of their keep":

As a high school teacher of English, I believe that my educational responsibility is to improve the student's abilities to write cohesively, interpret literature accurately, speak convincingly, and think critically. As a

discipline, English entails such a broad spectrum that, at times, it becomes frustrating not only in attempting to determine whether or not a student is achieving, but also excelling. It is not so much an accumulation of knowledge, but an application of that knowledge. However, I think that my primary goal is to impress each student that his writing can be successful, his literary analysis can be supported, his opinions can be understood, and his thoughts insightful.

Also because of my experience in theatre arts, I feel a student does not excel or revel in his knowledge until he is able to express himself in some form of creativity. This expression is particularly important to high school students in their attempts to grow away from the influence of parents and peers and discover their own identity. And finally, theatre arts transmits the pleasure that this English teacher feels for the well written phrase, clever idea, and expression of emotions.

Elaine's insight into the concept of the empowered teacher-leader is refined and sophisticated and stems from her English discipline being at the core of the high school curriculum. All students take at least one English course and can take electives such as Theater Arts and Journalism. The department is the largest in the school and Elaine's chief responsibility is to shepherd its bureaucratic and professional affairs. Being more at the center of the curriculum than Eric or Pat encourages Elaine to experience an ownership of school programs that comes from involvement in big picture decisions; two examples come to mind.

First, Elaine introduced a sweeping scope and sequence change for the English curriculum to be

implemented in the 1988-89 school term. The change was the result of a study done to assess the current offerings, as well as, to provide a neater fit for the school's transient student population as they come from and go to many different high schools. Change would also affect other course areas in terms of interdisciplinary teaching and levels of course offerings. Elaine's view of change has several dimensions. She does not see herself as a decisive administrator but rather lives a philosophy focused on coaching and interchange and says,

I worry about things more than are just in my little classroom. What I do does make a difference...meaning I attach to my job comes from being a part of the big picture.

What Elaine worries about is change that comes to be identified because of unrest and dissatisfaction among faculty; change, however, must result only for logical and positive reasons. The changes needed in the English curriculum were significant but satisfied Elaine's definition. Through a long second semester of further study and Curriculum Council meetings a more traditional graded scope and sequence was approved to replace the former scheme.

Elaine was involved in a second big picture decision area that would have an impact on the entire school system curriculum. Working with both the

assistant and associate superintendents, Elaine helped develop a program to replace the system's 16mm films with a modern VHS collection. The project required that she gain a sense of the curriculum for elementary and middle schools as well as her own. The experience has added to an already broad knowledge base and has added insight into how high school offerings integrate with teaching areas across the curriculum.

In Chapter One, a basic assumption for the study was that group decisions will fall into one of three domains which were bureaucratic/governance, professional/curricular/ and personal/nurturance. Elaine's portrait features a teacher with a heightened sense of the personal nature of involvement and leadership in shared decision-making. Though it was not unexpected, I was not initially as receptive to this more feminine metaphor as I should have been. Only after repeated examinations and analysis of transcripts and documents did I come to recognize this powerful dimension of Elaine's empowerment. And, the realization was significant in helping to interpret a similar phenomenon which will be highlighted later in the portrait of Pat K.

In Lightfoot's (1983) The Good High School, the feminine quality of nurturance was found to be significant to the success of principals in large urban

settings such as Carver High in Atlanta and Kennedy High in the Bronx. Although Elaine openly avows that she is not an administrator, she does nonetheless take a similar position toward leadership that was successful in those schools and which now stands as a key ingredient in her success. Elaine believes that her leadership is empowering and transforming. A perfectionist by nature, and one who has to fight the temptation to do it all herself, Elaine sees that to bring her English and other colleagues into the fold through delegation of authority and responsibility is beneficial to all concerned. More significantly, her workplace democracy approach to leadership transforms those who prefer the safety and security of their four classroom walls into becoming teachers who, if not fully willing, at least can respect the spiritual advantages of the excitement induced by a bit of risk taking. Her leadership style is also developmental as she often engages with others based upon her sense of their maturity, expertise, and the respect she has for them and their capabilities. Elaine put her feminine metaphor for empowerment in perspective by stating,

I mother my students and probably treat my teachers the same way. I want everyone to meet the expectations equally and to pull his or her own weight and be loyal to the organization. I find it pleasing and helpful to get all of us working together in the interest of the image of the department and the school.

Teacher-Leaders: Pat K.

From the very first day of her twelve year teaching career, Pat was challenged to become a teacher-leader. Her first assignment was in a small seventh-eighth grade school in Wisconsin.

In my first year in Wisconsin I was the math department and I had to become a leader. I had to answer my own questions.

From that early experience to the present, Pat has been involved in becoming the complete professional both in and out of the classroom setting. She has respect for the profession in an affective sense as well.

My feelings are so positive and strong. Education is my life and I feel no qualms encouraging others to teach if they feel a need to share and work with young people.

After completing the B.S. degree in math education from the University of Wisconsin-Eau Claire and the first year teaching assignment, Pat moved to the east coast with her family and soon began a teaching career at Lejeune High School. An energetic woman of slight build with an infectious smile, Pat seemingly burns more energy moving about the school than several teachers combined. Her movements are motivated by a recognition that other colleagues contribute in significant ways to her empowerment beyond teaching math. She says of her faculty, "I know I'm in the

company of alot of others who are excellent and that I have learned from."

Those significant professional others also recognize Pat as representing qualities of excellence. She received outstanding ratings on the school's yearly evaluation scale for 1983-87 and was honored as both the school and system Teacher of Excellence during the the 1986-87 school term. Pat looks on the kudos as reward and compliment for long hours of devotion to her classroom and beyond and for setting a positive professional example for both colleagues and students. Consistent with previous treatments of Eric S. and Elaine B., the full text of Pat's written component in the Teacher of Excellence process suggests an enduring commitment to a specific definition of teaching:

As a senior education major taking History and Philosophy of Education I remember being asked to do a similar task. I also remember struggling to define my personal educational philosophy, having no real teaching experience other than that of my student teaching. But looking back on the paper I wrote, I find that my basic premise still holds true, teaching and subsequently learning are both processes that need active participation.

An active teacher is one that is completely involved in the material he or she is presenting. You might say that the teacher must eat, sleep, and live the subject being taught, always looking inside the material to find the best way to present the material for discussion. One needs to know if the material is real to the student. Does the material being presented have a practical relationship for the student and will the student be able to see why the material is important to him. I feel this is especially true of the high

school student who wants to know, "Where will I ever use this stuff?" Being educators we must make the material we are teaching jump out at our students and grab their interest if we are to have active learning. What more could any teacher ask for, students wanting to learn the material he or she spent years studying in preparation to teach.

As a mathematics teacher I believe we need dynamic teachers exciting their students in the study of math. The choices open to our young people interested in math and science are now, more than ever, endless. If we can keep them motivated instead of turning them off, I feel we have successfully met the goals we set for ourselves as active teachers.

Pat's dedication extends to the full development of students and she keeps a high profile with involvement in student affairs. This view of curriculum echoes that of Eric and Elaine. Teacher-leaders like Pat recognize that teaching and learning are likely to occur in a variety of settings that are cooperatively created. It is not surprising then that Pat works with the National Honor Society and is particularly effective in counseling students who are held up for membership because they do not fully meet entrance criteria. Students expect to see Pat, and often her family, in attendance at most school social and athletic events and she says, "It is very hard for me to feel comfortable with 7:30-3:30 people...I can't see that as being teaching." She is especially proud of having been a class sponsor for a class as they moved through the four years of high school. Reflecting on

the experience causes her eyes to mist; the students called her "Senior Mom". Students appreciate her involvement in and out of math class and describe her as "enthusiastic", "very professional", "encouraging", and "understanding". Students' comments reflect a sensitivity to her commitment to them: "She's always on the run and seems to have lots of business inside and outside of the room."; "I think she is often consulted by others on school stuff."; and, "Out of respect for her as a teacher our class goes smoothly and quickly. She would take it personally if we failed."

Where the feminine metaphor for empowerment is descriptive of Elaine, particularly in terms of the nurturing role she plays, a similar metaphor can be helpful in understanding Pat's leadership. Unlike Eric, who works with science team members located in different areas of the building, and Elaine, whose dramatic arts classroom is halfway across campus from other English teachers, Pat's domain appears to be a unit unto itself. Her "math house", as she fondly calls it, is composed of six classrooms, a team office, and rest rooms and has its own entrances and exits. It is located further from the central office than any other department. This fact of geography, coupled with a typically high turnover among math teachers, leads Pat to conceptualize her leadership as maternal and

which fosters a "family atmosphere". She is insistent, of course, that math teachers be professionals but not at the expense of being impersonal with her, with each other, or with the faculty. Seeing a connection between personal and professional decision domains is significant to Pat's view of the leader as a

...helper-developer. I'm an example setter and they look at me. The principal felt I could lead and develop a team. I'm sometimes uncomfortable with this pedestal thing but it makes me aware of what I'm doing in the classroom by being involved in their teaching and personal lives.

Pat's high standards for herself and colleagues are evident in the work she does in the school's Curriculum Council. She remembers the excitement that was in the air as the group was forming and feels that

Dr. Brubaker made a breakthrough between teacher leaders and coordinators (central office curriculum specialists) when he helped to define control in those roles. He helped to make the Curriculum Council a more helping group.

Pat credits the Council with creating a culture that encourages members to feel good as they go beyond their field. Growth occurs as "...others, who are so inside their field, begin to get an outside-of-it view." Although the business of the Council is to focus on the professional decisions domain, it appears sometimes too well-defined and at other times too amorphous. In this dynamic of setting, need, and personal chemistry, Pat identifies control as the shape-giving force. The term

"control" in the discourse of schooling has interesting dimensions. For Habermas (in Foster, p. 82), "control" actually expressed a need for some type of parameter or boundary (according to Sarason this would be both a programmatic and behavioral regularity) reached in a cooperative and even collegial way and which would foster the egalitarian spirit. Conversely, "control" can often mean exclusive ownership that can operate to the detriment of those being served. At Lejeune High School, the principal is not always consistent in giving up his control and Council members must necessarily respond in degree (autonomy, responsibility, choice, authority) as the group works to bring closure to curriculum issues. From its beginning several years ago, Pat now feels the Council's forum for different mind-sets makes it work.

We have evolved. Oh, some faculty will never understand its work and we're not going to let that slow us down. We can't get bogged down justifying to everyone what we do is worthwhile...I would like to think that each teacher-leader is receptive enough to gauge their involvement and act accordingly to be as effective as possible.

The portraits of these teacher-leaders have their own aesthetic qualities which make them unique. For the purpose of gaining perspective, and perhaps for the purpose of closure, the reader would be served by some

comment on similarities and differences regarding the participants.

Being influenced by common programmatic regularities it follows that teacher-leaders would exhibit some common behavioral regularities in the culture of the high school setting. Among the more salient of similarities or behavioral regularities the reader should recognize:

1. teacher-leaders come to define empowerment in unique ways depending on their experiences in the shared decision-making infrastructures;
2. teacher-leaders are busy, active professionals involved beyond their own classrooms and departments in a myriad of bureaucratic and professional affairs;
3. teacher-leaders who have the expectation that they will be empowered to participate in the life of the school empower their students to participate fully in the range of learning activities in their classes;
4. teacher-leaders received the most sincere form of flattery from their colleagues by being named school and/or system-wide teachers of excellence; and,
5. teacher-leaders experienced growth and confidence in their leadership skills through

their professional activities in the school.

As teacher leaders reacted to opportunities for professional growth in similar ways it is apparent that each has come to exhibit singular behavioral regularities as well. As the youngest of the three, Eric S. came to the Curriculum Council with less experience and was initially reluctant to be as involved in shared decision-making as the others. Over time, and with sturdy role models, he began to contribute in ways very different from Elaine B. and Pat K. The most noticeable distinction about Eric was his masculine metaphor for leadership tied closely to the analytical and experimental mind-set needed to teach in the science field. His decided task orientation was direct and contrasted with the more feminine conceptualization of the teacher-leader roles of his counterparts. Elaine was often the calm eye in the hurricane. Having a finely tuned awareness for the necessity of input from others, she carefully guided the school's largest curriculum through changes that needed wide support. It would not be stretching the truth too far to call Elaine the philosopher of the group; she valued frank and candid discussions to provide the necessary platform for shared decision-making. Finally, Pat felt an obligation to be a consummate professional role model for teachers and

students alike. Teaching was an all-consuming activity that she committed herself to with tremendous energy and enthusiasm. Softening the boundary of this nearly frenetic picture was a most endearing understanding of the role of teacher-leader as nurturing, comforting, and supporting.

The chapter to follow will serve three functions. First, a summary of the study's purpose, methodology, and setting will be given. Second, recommendations to extend the current study into other facets of the impact shared decision-making has on teacher-leaders will be outlined. Finally, and of most significance, conclusions will be drawn which represent both a consciousness in aggregate (a "group" portrait) of the involved teacher-leaders and which serve to contrast with the singular portraits offered in this chapter.

CHAPTER FIVE
SUMMARY, CONCLUSIONS AND RECOMMENDATIONS
FOR FURTHER STUDY

The levers of power, the switches that are turned on and off to make a school system run, are seldom in the hands of teachers. Sometimes it seems that even the building custodian has more authority than the teachers. If teachers are to have greater influence over what occurs in schools, a way must be found to get hands on the switches that provide access to power. What they need, along with status and knowledge, is access to power.

Gene Maeroff, The Empowerment of Teachers: Overcoming the Crisis of Confidence

Summary

The purpose of this study, "Shared Decision-Making Equals Empowerment: Portraits of Teacher Leaders in a High School Setting", was to reveal a consciousness of empowerment of three teacher-leaders who participated in the life of a high school beyond their own four classroom walls. The study was guided by the key basic assumption that teacher participation in school leadership is healthy and that ownership and loyalty result as strong by-products of the process.

The qualitative methodology employed in the study grew autobiographically from the writer's educational and professional background. The methodology was based

on a framework developed by Bogdan and Biklen which outlined the following as research guidelines:

- 1) the natural setting is the direct source of data and the researcher is a key instrument;
- 2) the research is descriptive;
- 3) concern is with process over outcome;
- 4) inductive analysis (grounded theory) is utilized, and
- 5) meaning is of essential concern.

It was also noted that the qualitative framework rested on a philosophical platform of phenomenology which carried a powerful message for the researcher--reveal experience, probe for meaning, theorize. Phenomenology as an open type of inquiry had certain useful tenets for the study:

- 1) it attempts to penetrate to the essence of a phenomenon;
- 2) it is based on the primacy of experience;
- 3) it has a critical perception toward adopted theories;
- 4) it does not treat participants as merely objects of research; and,
- 5) it involves intuitive and descriptive processes.

Participants in the study were three high school teachers described as having a "cause beyond oneself". They were selected by peer nomination, principal recommendation, and for having been teachers-of-the-year in the school system. Data collection was completed through open-ended interviews, attendance at meetings, classroom observations, and analysis of documents.

The study was based in part on a literature review regarding shared decision-making and culture in the high school setting. Shared decision-making was viewed as a sound management strategy. As an organizational alternative, shared decision-making was found to have its own language, certain themes and elements, and costs and benefits. A literature review of works pertaining to teachers, school ethnographies and organizational theory led to development of a way of seeing how teacher-leaders worked in a high school culture that included shared decision-making.

A chapter was devoted to a description of the high school setting for the three teacher-leaders. The description rested largely on the theoretical work of Brubaker and Sarason where setting was defined as,

Any instance in which two or more people come together in new relationships over a sustained period of time in order to achieve certain goals.

The discussion then moved to the practical as the shared decision-making groups in the high school (Team Leaders and Curriculum Council) were analyzed.

Documents in the Appendices illustrated key facets of the school system and Lejeune High school environment.

The remainder of the study endeavored to develop unique portraits, modeled after Lightfoot's The Good High School, of each teacher-leader. Instead of discerning laws of behavior for a particular setting or building models to explain phenomena, the last chapter revealed the growth in awareness of empowerment that each teacher-leader experienced in a setting that encouraged shared decision-making.

Conclusions: A Consciousness in Aggregate

Chapter Four captured the essence of teacher-leaders interacting singularly with the culture of the setting. This discussion will extend that by giving contour to a consciousness-in-aggregate of what it means to be collaboratively involved in a cause beyond oneself. In Chapter One of this study, seven basic assumptions were outlined that guided theory and process and which provided a lens to view teacher-leaders in their setting. Apart from some interesting insights gained regarding the methodological process, those basic assumptions take

shape as the conclusions for the study and represent a shared consciousness of the participants. Each assumption (conclusion) will be restated and given further explanatory treatment.

Equal interest in conservation must accompany the desire to change; danger exists in adopting an exclusive deficit model mentality. Empowerment through shared decision-making implied a need for change. It was more evident, however, from the care and deliberation taken to make decisions that teacher-leader leadership first questioned what was to be conserved.

Ambiguous and/or challenging tasks lead groups to greater understanding but not necessarily to control. Initially, Team Leaders and Curriculum Council tasks were created with an eye toward establishing credibility with the faculty. With maturation, the groups moved to a higher level where complex tasks required participants to grow and to wrestle with issues over extended periods. Control seemingly became a function of a power dynamic between teacher-leaders and the principal.

"In whose interest?" must be a question continually asked as shared decision-making processes take place. Teacher-leaders found their position in the school leadership hierarchy to be ego-satisfying.

A potential for political posturing thus existed which would have been contradictory to the purpose of shared decision-making groups as perceived by the superintendent and principal. However, teacher-leaders consistently kept the welfare of the students at the core of their deliberations and acted in the best interest of the students.

Knowing the zeitgeist, history, and culture of any setting is crucial to working there effectively.

Elaine B. and Pat K. had been team leaders and were instrumental in the creation of the Curriculum Council. All three teacher-leaders had a strong sense of the expectations for excellence at Lejeune High School. There was an appreciation for where they were and a dedication to wanting to be there.

Group decision tasks will fall into one of three domains (bureaucratic/governance, professional/curriculum, personal nurturance) and overlap is a strong possibility.

This assumption dovetails with the preceding one in that no exclusive right to this or that domain was apparent; rather, issues were collaboratively analyzed and decisions were based on the question "in whose interest?" Teacher-leaders did have an awareness that bureaucratic issues could be the domain of the principal (bell schedules, lunch schedules) but

expected that cooperative efforts would focus on professional issues. Of significant interest was the influence that the personal domain had on the other two. Two of the teacher-leaders are committed to metaphors of leadership that press for a more personal, nurturing workplace.

A strong connection between involvement and influence exists in shared decision-making groups and the benefits of which (higher morale, workplace democracy, ownership of the vision) are dependent upon genuineness. Clarity about who was to decide what was usually apparent and was significant in the creation of an influence-involvement dichotomy. The principal avoided the danger of creating empowerment in teacher-leaders through pseudo-participation. He most often gave some of his power and control away and in so doing forced the issue of involvement because tasks had to be completed. The influence-involvement cycle could have been broken had the principal reclaimed power and control to the point that involvement was a sham perpetrated to rubber stamp his prior decisions. The principal had a commitment to shared decision-making and felt strongly that benefits outweighed the costs.

Effective teacher leaders know personally of and depend upon outside perceptions for knowledge about the feel of equilibrium, or the balance between deprivation

and saturation, in shared decision-making processes.

Shared decision-making groups were effective in developing tasks that kept them genuinely busy. Make-work was avoided. As teacher-leaders matured in their roles they became especially attuned to the idea that not all tasks were of a nature to be solved. They came to realize that more often they were focusing on dilemmas to be reconciled which usually extended over large blocks of time. The danger was then not so much one of being deprived of meaningful work but was to be found in personal resources being overtaxed. To a person, teacher-leaders had developed simple mechanisms for reading the personal, collegial, and student cues that they were spread too thin. Sensing cues enabled teacher-leaders to achieve an equilibrium in their lives enabling them to know when everything had a fit. Teacher-leaders often adjusted commitments to family, colleagues, and students to restore the balance.

Recommendations for Further Study

Several opportunities exist to extend the current study. In the September, 1987, Educational Leadership, Richard Andrews reviewed significant research that attempted to correlate high student achievement with principal effectiveness (leadership) in high profile schools. Teachers were asked to generate theory

against which practice would be judged. Of some eighteen leadership qualities the top three were presence, vision, and resource support. In a school where shared decision-making contributes significantly to leadership strategy, teacher-leaders develop leadership qualities. Research is needed using Andrew's model that would help to define the teacher-leader's qualities as well as to focus attention on student achievement related to teacher empowerment.

In schools where shared decision-making is the norm, teachers other than teacher-leaders come to sense empowerment. The current study looked only at teacher-leaders in visible positions in the school's hierarchy and who had been given the high honor of being named teacher-of-the-year by their colleagues. Similar qualitative research on the consciousness of the "regular" classroom teacher who senses empowerment in his or her setting would create a broader understanding of the role that shared decision-making plays in school leadership and educational reform.

Finally, the current study focused some attention on the personal/nurturance decision domain and also on the feminine metaphor for school leadership. Lightfoot spoke about more feminine models of leadership that were empowering and placed particular emphasis on a

softer, more cooperative and collaborative style that would be empowering for students and faculty working in concert to create a vision of the school as community. Teacher-leaders who have adopted this style, or have a heightened sense of this dimension of their leadership, would serve to expand the discourse on the feminine metaphor for school leadership as participants in portraiture as in Lightfoot or in the current study.

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Appendix A

TEACHER OPINION SURVEY

(Source: Lejeune High School SACS Self Study, 1986)

5 SA	4 AGRE	3 NO	2 DISA	1 SD	N/R NR
1. Effective open communication exists between teachers and both the local and system-wide administration.					
11.4	54.5	9.1	18.2	6.8	0
2. Teacher and student time-on-task is satisfactory (interruptions and classroom distractions are kept to a minimum).					
13.6	79.6	0	6.8	0	0
3. In-service programs by the school system are generally effective in meeting my needs.					
2.3	22.7	15.9	36.4	22.7	0
4. The administration (both locally and system-wide) makes every effort to treat people fairly.					
11.4	50.0	13.6	22.7	2.3	0
5. Communication in the school is very effective (ex. sharing of information, deadlines, meetings, etc.)					
11.4	50.0	13.6	22.7	2.3	0
6. Teachers at the school are doing a good job of meeting the educational needs of the student body and our community-at-large.					
34.2	54.5	6.8	4.5	0	0
7. Preparation (planning) time and meeting time (faculty meetings, committee meetings and parent conferences) are evenly balanced.					
27.3	47.7	9.1	15.9	0	0
8. The scope and quality of our school's activities are adequate in meeting our student's needs.					
34.1	45.5	4.5	11.4	4.5	0
9. Student services in the school are meeting the needs of our student body (guidance, health, food, and transportation)					
34.1	46.7	9.1	9.1	0	0
10. Course offerings and special programs (resource, reading lab) are meeting the needs of our students.					
15.9	52.3	15.9	13.6	2.3	0
11. Teachers are actively involved in the development of local and system-wide policies which affect their work.					
4.5	18.2	29.6	34.1	9.1	4.5

12. Discipline, behavior, and student attendance problems are presently being handled effectively and fairly.

11.4 40.9 9.1 22.7 11.4 4.5

13. I am satisfied with the school and its programs.

22.7 61.4 2.3 6.8 2.3 4.5

14. The overall teaching/working climate of the school can best be described as positive.

22.7 52.3 9.1 9.1 2.3 4.5

15. The equipment, facilities and materials are adequate in meeting my needs.

20.5 50.0 4.5 18.2 2.3 4.5

16. I am satisfied with the extent of my involvement in curriculum planning and development.

13.6 52.3 13.6 15.9 0 4.5

APPENDIX B

TEACHER OPINION SURVEY FINDINGS

(Source: Lejeune High School SACS Self Study, 1986)

The following findings of the Teacher Opinion Survey results are significant:

1) a large majority of the teachers (75%) feel that the overall working and teaching climate of the school is positive (statement #14);

2) a significant number of teachers (84.1%) are satisfied with the school and its programs (statement #13);

3) most teachers (88.7%) feel they are doing a good job of meeting the educational needs of both the students and the community-at-large (statement #6);

4) many teachers (79%) feel that our school's activities are adequate in meeting students' needs;

5) student services are considered to be adequate (81.8%) by our teachers (statement #9);

6) in-service programs are considered to be ineffective in meeting teacher needs (59.1%); and,

7) many teachers (43.2%) feel that they are not actively involved enough in policies which effect their work.

APPENDIX C

SCHOOLS POLICY NO. 5

Subj: Administrators' Leave for Professional
Advancement

It is the policy of the Board of Education to subsidize the professional educational development of school administrators by permitting administrative leave for that purpose.

Detailed Guidance

1. While attending summer school for more than two weeks and not more than eight weeks, administrators will be carried half the time on annual leave and half the time on administrative leave. Administrators are defined as principals, assistant principals, directors, coordinators, superintendent, associate superintendent, and assistant superintendent.

Approved: This policy was approved on 7 May 1973 and is revised and reaffirmed as of 27 November 1984.

APPENDIX D

SCHOOLS POLICY NO. 11

Subj: Research and Development

Detailed Guidance

1. Program proposals may be made by an individual teacher, teaching team, or faculty and will be submitted in writing at least three months prior to the expected date for the program's beginning and will be screened in turn by (1) team leader (2) principal (3) a committee of two each elementary and secondary teachers and administrators, for approval by the superintendent.
2. The program proposal will include specific objectives, evaluation, description and project cost.
3. Programs will not exceed one school year in duration or \$750 in cost.
4. Reviewers at all levels will assess whether
 - a. the idea is innovative or a mere attempt to obtain more support for a current program.
 - b. the project will supplement the basic programs or replace them.
 - c. the project's benefits are transferable to other students.
 - d. participating will be adversely affected when they transfer to another school.

e. program is feasible as to time, cost, and logistics.

f. the stated objectives meet the real needs of youngsters and are compatible with those of the school and the school system.

g. the proposed evaluation measures are reliable and valid.

h. the program will have any adverse effect on student self-image or student-to-student or other interpersonal relationships.

5. Any approved funds will be expended through normal procedures established for the use of appropriated funds and such approval will be contingent upon budgetary constraints.

6. The superintendent will require a written evaluation of all completed programs within 90 calendar days of the project's completion.

Approved. This policy was approved on 16 May 1978 and is reaffirmed on 31 January 1985.

APPENDIX E

SCHOOLS POLICY NO. 27

Subj: Curriculum Improvement

It is the policy of the Board of Education to encourage continuous development and improvement. In the best interest of CLDS, it is necessary to send teachers and administrators, from time to time, to certain seminars, courses, and workshops for the summer. Selected staff may, therefore, be recalled to duty for summer professional improvement and curriculum development activities.

Detailed Guidance:

1. Central office personnel will identify critical areas of need for CLDS curriculum improvement and staff development.
2. In order to have instructional staff skills updated in critical areas, the superintendent may select teachers to attend seminars, conferences, workshops or summer college course work.
3. CLDS will pay the tuition involved, recall the staff involved to active duty, an individual, while attending the activity, will receive 50 per cent of his/her normal salary. The remaining 50 per cent of time will

be either annual or leave without pay. No more than three per cent of the current instructional staff will be involved.

4. Selected staff will be recalled during summers, at the discretion of the superintendent, to work on specified curriculum projects. These staff members will be recalled at full pay and the project will be limited to no more than 60 paid hours per staff member. No more than five per cent of the current instructional staff will be involved.

Approved: The superintendent will take administrative steps to implement this policy.

APPENDIX F

CAMP LEJEUNE DEPENDENTS' SCHOOLS
Camp Lejeune, North Carolina 28542

(date)

From: _____
To: Superintendent, Camp Lejeune Dependents' Schools
Via: Principal, _____
Subj: Team Leader, request for assignment as

1. I hereby submit my application for Instructional Team Leader and fully understand that the only remuneration that I receive will be that which has been approved by the school system. I have read the position description and understand that I am expected to carry out all facets of the position description such as supervising practice teachers and assistants and assisting teachers on my team.

Level Desired: Primary_____ Junior High_____
Intermediate__ Secondary_____

Degree Held: _____

Type of Certificate: _____ Exp. Date _____

FIRST ENDORSEMENT

(date)

From: Principal, _____
To: Superintendent, Camp Lejeune Dependents' Schools
1. Forwarded, Recommending approval/disapproval
2. Comments: _____

(Principal)

SECOND ENDORSEMENT

(date)

From: Superintendent, Camp Lejeune Dependents' Schools
To: Principal, _____
1. Returned, approved____; disapproved_____

(Superintendent)

APPENDIX G

LEJEUNE HIGH SCHOOL

CURRICULUM COUNCIL GOALS AND PROJECTS

3 December 1985

1. To coordinate the utilization of instructional and AV materials and field trips.
2. To develop a schedule for the printing of materials for activities at LHS.
3. To review the use of phase "x" courses.
4. To promote meaningful and helpful in-service training.
5. To examine the environment the phase 5 student must deal with.
6. To help individual teams/departments understand what is occurring in other areas of the school.
7. To bring unity to the SACS committees.
8. To obtain help for revising the Applied Physical science course.
9. To review the "Honor Roll" requirements for LHS.

APPENDIX H

LEJEUNE HIGH SCHOOL
CURRICULUM COUNCIL GOALS

5000-7-b
10 Sep 86

The goals, presented in priority order, for the Curriculum Council during this school year are as follows:

1. Develop a curriculum for student aides.
2. Examine the special education program and the utilization of a vocational education program with special education.
3. Coordinate student activity club meeting times and dates.
4. Explore alternatives to our registration program.
5. Review the conversion scale for grades.

APPENDIX I

LEJEUNE HIGH SCHOOL
Curriculum Council Goals
SY 1987-88

1. Examine the number and kinds of electives provided to our students and make recommendations for changes.
STEIMEL, BIXIONES
2. Incorporate the course curriculum into the structure of ISS to ensure it is meeting the needs of the students assigned to ISS. VANDER LINDEN
3. Evaluate the English curriculum relative to the grouping of cyclic course offerings. B. JOHNSON,
BIXIONES
4. Implement the use of the study-skills program across the curriculum. NESBIT, KNOLL
5. Given that the social studies textbook adoption is scheduled for SY 1988-89, determine the appropriate grade level for teaching American government relative to NC curriculum guidelines and make a recommendation to the Superintendent. SOC. STUDIES
6. Develop a teacher visitation process within the school. HAGER

CALENDAR: KNOLL